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NEW YORK STATE DEPARTMENT OF LABOR

FIRST ANNUAL REPORT

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OF THE

BUREAU OF INDUSTRIES AND IMMIGRATION

FOR THE TWELVE MONTHS ENDED SEPTEMBER 30

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TRANSMITTED TO THE LEGISLATURE MARCH 6, 1912, AS PART OF THE ELEVENTH REPORT OF THE DEPARTMENT OF LABOR

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1912

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[illegible]

[illegible] The State [illegible] who has responded to [illegible] who has performed the [illegible] or who has given his life more utterly on the field of battle than she in the cause in which she believed.

I.

IMMIGRATION POLICY OF NEW YORK STATE

I.

IMMIGRATION POLICY OF NEW YORK STATE

In the closing days of the session of 1910, the New York State Legislature passed four bills which marked a new era in the humanitarian and industrial legislation of the State. It established a policy and created a new kind of administrative machinery which now seem destined to lead both the Federal and State Governments in the development of a domestic policy in dealing with admitted aliens. These were the four immigration bills which created the Bureau of Industries and Immigration, and regulated private bankers, steamship ticket agents and notaries public.

In administering these laws, New York State carries out traditions and precedents established by the forefathers of many of its leading American citizens, and has risen to its great opportunity as the State which receives, educates and distributes nearly three-fourths of all aliens arriving in this country.

In the early days of immigration, the admission of aliens, as well as their protection, was a matter of State regulation. As early as 1824 a law was passed, requiring masters of vessels to report to the mayor the name, place of birth, age, occupation and other facts concerning all immigrant passengers, within twenty-four hours after arrival, and requiring securities for all persons under physical or mental disabilities. Each alien was also compelled to report himself to the mayor within twenty-four hours.

In 1847, the Legislature passed a resolution calling upon Congress to take action with reference to matters outside of New York in the following terms:

> "WHEREAS, The regulation of commerce between foreign countries and the United States belongs, by virtue of the Constitution, to the Congress of the latter: AND WHEREAS, from the increase of emigration within the last few years, the transportation of steerage passengers from the nations of

Europe to this country has become a large and lucrative branch of commerce, profitable in proportion to the number of persons who can be induced to take passage on board of each vessel employed in this trade; AND WHEREAS, many inhumane persons, careless of the wants, the health and the comfort of their passengers, and eager only for gain, are now engaged in such transportation; AND WHEREAS, almost weekly, some such vessel swarming with human beings arrives at our port, and the details of their sufferings arising from the crowded state of such vessels, the neglect of the master to see secured a sufficiency of provisions and water for the voyage, and the conveniences of preparing food; inattention of such masters to cleanliness of the steerage, and the comfort and health of the passengers are shocking to our sense of humanity and disgraceful to any country possessing power to prevent the recurrence of such enormities; THEREFORE,

"RESOLVED (if the Senate concur), That our Senators in Congress be instructed, and our Representatives requested to use their best efforts to obtain the passage of a law, limiting and defining the number of passengers for each vessel engaged in the transportation of passengers from any foreign country to the United States, according to her burthen, determining the quantity of provisions and water for each passenger on the voyage, securing the presence of a physician on shipboard, and prohibiting the stowing of merchandise or other freight between decks, when occupied by immigrant passengers, and containing such other regulations as may be thought necessary or proper, to prevent the great and crying evils, which at present so often occur, and which are so contrary to the controlling and benevolent spirit of the age."

In the same year, turning to its own State problems, the Legislature created a Board of Emigration Commissioners with power to regulate immigration and protect immigrants. Under this Board, laws were passed giving the State such powers as transferring aliens from one part of the State to another, securing employment, taking charge of the personal property of deceased parents and appropriating it for the benefit of the orphans; licensing immigrant boarding houses and requiring charges to be posted; licensing runners; appointing from time to time proper persons to board vessels from foreign ports to advise immigrants against fraud; regulating bookers of immigrant passengers; and prohibiting any officers in the employment of the Board from

soliciting custom from any transportation line or being interested in any way in the forwarding of immigrants.

This State Board controlled immigration and protected resident aliens until 1889, when the Federal Government assumed full responsibility for the admission and deportation of aliens. From the time when the State Board of Emigration Commissioners went out of existence until 1908, the State had no official knowledge of the hundreds of thousands of aliens arriving within its borders, other than through the State census which is taken of its entire population.

The splendid protective laws passed during the administration of the Board of Emigration Commissioners were rendered inoperative by the retirement of the only body knowing their purpose and charged with their enforcement. Where retained in subsequently enacted charters, they have become dead letters, because penalties have been omitted and their provisions so emasculated as to destroy their intent. This is true, notwithstanding that the dangers the Board of Emigration Commissioners sought to guard against in the matters of health, exploitation, fraud, congestion and unemployment have increased tremendously. The number of persons arriving at the port of New York since 1889 has far exceeded the earlier immigration. The growth of cities, the changes in the character of the immigration from English speaking and northern races to non-English speaking and southern races, and the complexity of industrial life, have increased rather than decreased the need of protection and distribution which were withdrawn at the very time the great increase in immigration began.

It was found after the Federal authorities had assumed control of the admission of aliens, that even their facilities were not adequate for deporting aliens, and that the public institutions in the State were receiving a considerable number of aliens as public charges. In 1896, by amendment to the Insanity Law, a Board of Alienists, consisting of three experts, was created to receive from State institutions names of alien residents, to examine into their sanity, and to co-operate with the Federal authorities in obtaining their deportation if they were found to come within the provisions of the Federal law.

The State Charities Law was also amended creating a Superintendent of Alien Poor, charged with similar duties in co-operating with the Federal Government in having aliens deported who had become inmates of charitable institutions.

The establishment of these two supplemental State bodies to deal with deportation, after this matter had been undertaken by the Federal Government, is the best possible acknowledgment of the necessity for co-operation between the State and Federal Governments in dealing effectively with immigration. There had been, however, no revival of the protective and distributive measures which had been rendered obsolete in 1889.

The desertion of farms and the cry for farm labor became so great, in the absence of any such State machinery, that in 1906 the State Department of Agriculture established a Farm Bureau, with its chief office in New York City, for the purpose of supplying labor to farms, and at the same time compiled information for persons desiring to invest in farms.

In 1908, the work of these decentralized and inadequate State organizations and the prevailing conditions among immigrants in the State, were brought to the attention of Governor Hughes and the Legislature.

Residents of this State may differ radically as to the desirability of further immigration, but it was clear to those who brought the matter to the attention of the Legislature, that, once admitted, the immigrant faces conditions such as does no American born resident, and the State, for its own welfare, should recognize and meet these conditions squarely.

Immigrants on arrival are unfamiliar with the customs, traditions, government and laws, which are very complicated in a city and state like New York. The American boy and girl learn these from childhood up. The State expects immediate obedience to these laws, but in no way provides for the diffusion of the necessary information. Immigrants are unfamiliar with the English language — the most open door to social, political and economic progress — and must depend upon their countrymen's interpretation of it.

Immigrants who have lived the narrow, static, domestic life of peasants, on arrival are homeless, unemployed, migratory, and

to a considerable degree unattached to families — conditions which make them an easy prey to exploitation. In the matter of savings, legal affairs and travel, they are in a different position from the American, since their problems are international. The real human problems of immigration are not only to be found in the overcrowding, bad food and sanitation experienced on board ship, where these are alleged to exist, and on which attention is largely focused, but follow in the long days or years of struggle to find a foothold. They are inherent in the great cities, in congested quarters, in isolated barbarian camps and colonies, in small communities where aliens are huddled in neglected corners by themselves, in high-power, hard-driven industries; and the results appear in hospitals, almshouses and prisons, and in the second generation entering schools and industries.

The presentation of such facts to the Governor and Legislature resulted in the appointment of a State Immigration Commission, consisting of nine members, which was authorized to make an investigation into the condition and welfare of aliens within the State.[1] The Commission recommended the passage of the four bills, to which reference has been made, these to constitute the initial experiment of working out a policy for New York State.[2]

This policy, as indicated in the law creating the Bureau, and the activities of the Bureau, hereinafter set forth in detail, may be summarized as follows:

Believing that an alien's first impression, his first experiences on arrival and his first contact with American institutions, are the most lasting; that if his property rights and liberty are not respected on arrival he cannot be expected to respect those of people resident here; and that if he has not been given a square deal he will later visit his early experiences upon his newly arrived brothers; the State has undertaken, so far as its facilities permit, to make these early experiences forces for real civilization.

---

[1] The Commission consisted of Louis Marshall, Chairman; Frances A. Kellor, Secretary and Treasurer; and Chas. W. Larmon, Marcus M. Marks, James B. Reynolds, Gino C. Speranza, Lillian D. Wald, the late Justice Edward B. Whitney, and the late Philip V. Danahy.

[2] The report of the Commission may be obtained from the Bureau.

The word which these humble arrivals send back to their own countries inspires or discourages their countrymen. Their understanding of liberty and justice, as shown to them in this country, goes a long way to win freedom and enlightened governmental action for their less fortunate brothers in their own country, or the reverse. It is therefore no longer an individual matter, but a community matter, and it is New York State's obligation to the progress of civilization in both the old and new countries. to assure the alien a fair start and a safe road of travel.

Believing that whatever makes the alien a better producer and larger consumer; whatever makes him an understanding, independent and thoughtful citizen; whatever puts him in possession of his own land, or gives him honest employment and self-respect; whatever puts into his life a love for his adopted State and makes him feel a part of the new democracy; whatever brings to him the hand of fellowship, makes him feel a man among men and lessens the distinction between alien and American; whatever teaches him to work with and stand by his fellow workman; that all of these make directly and powerfully for stability and progress; the State has undertaken to assure these, so far as possible to its resident aliens, as well as to its citizens, and thereby to carry out the guaranties of its constitution and of the treaty provisions made by the Federal Government.

Not too late has the State realized that in this country these matters have too long been entrusted to philanthropy and to the representatives of foreign governments. With the growth of immigration and negligence on the part of the Government, philanthropies have multiplied until practically all of the protective and distributive work among aliens is undertaken by them. Some of this work is highly essential and efficient and must always precede and awaken the public conscience, but a considerable part of it is the obligation of the State.

Foreign governments have established powerful agencies in this State for the protection of their countrymen. Necessary as these may be, where states are too thoughtless or negligent to assume their own responsibility, the preservation of the American standard of living, protection of American workmen and the making of new races into Americans is too precious a part of the

American's inheritance to be left to governments whose main interest must necessarily be in the alien as a subject rather than as a citizen of a new country. The process of Americanization, whether by distribution, education, assimilation or protection, should not be circumscribed by benevolence or directed by alien governments, but is a matter of state and national welfare and responsibility. These are not matters of material progress alone, but of patriotism as well, and while the initiative of philanthropies, the enterprise of business and the co-operation of foreign governments are of great value, they should be led by an enlightened home government.

The Bureau of Industries and Immigration, clothed with the power of carrying out this State policy, has endeavored to accomplish this in four ways:

First. By assuring to every admitted alien, handicapped by unfamiliarity with the language, country, laws and customs, remote from friends or relatives, unemployed or exploited, a hearing in which he may state, in his own language if necessary, his complaint or difficulty, and have an impartial inquiry made into the matter. It was also contemplated that the Bureau should act as a mediator in bringing aggrieved parties together for the purpose of settling matters in dispute, and where this method failed, that, through existing authorities, the State should act on behalf of the alien.

Second. By obtaining the enforcement of existing laws, designed to prevent crime, fraud and exploitation, and by securing the enactment of further legislation necessary to this end.

Third. By undertaking studies and investigations of living and labor conditions, and submitting as the result of such studies, recommendations for improvements.

Fourth. By publishing and distributing information which will facilitate assimilation.

In carrying out the intention of the Legislature along these four lines, the work during the first year has been both preventive and remedial. Under its general powers the Bureau has endeavored to simplify the problems and to increase or make avail-

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[1]Chart I on Route of the Immigrant.

able, social and industrial opportunities which make remedial action unnecessary. Under its special powers, by enforcement of laws, some of which may seem unimportant, it has sought to make each individual or corporation understand and respect their provisions, thereby righting wrongs and preventing frauds and injuries which are not possible where the simple mandates designed to safe-guard the public's interests are obeyed.

It is not possible in any report to estimate the amount of exploitation and fraud which has been prevented. Very frequently an investigation, a summons to the Bureau, or a letter calling attention to the practices being carried on, has caused the exploiter to quietly fold his tent and fade away. In other instances, with the co-operation of postal authorities and newspapers, and by publicity campaigns, the exploiter has been prevented from reaching his intended victims and has given up the practice, and even left the State and country. So untenable are the positions and so brazen are the methods of some of these exploiters, that the fact that the State is interested in their hitherto undisturbed harvest field is enough to send them to cover.

The educational work done by the Bureau, through bringing these laws to the attention of those dealing with aliens, through explaining their purpose and through describing the conditions they are designed to remedy, has been considerable, and has resulted, in many definite ways, in a more enlightened and fairer treatment of the alien by business interests, and in the subsequent co-operation of the latter.

The Immigration Commission, in its report, very clearly defined its belief that there was a field for State activity which would in no way conflict with or duplicate the powers or activities of the Federal Government. The Bureau in no way deals with any matters of exclusion or admission, confining its activities entirely to admitted aliens resident within the State. In no instance has there been the slightest conflict of authority or of jurisdiction. In almost every line of activity undertaken by the Bureau, the Federal Government is without powers of investigation or of remedy, and in some of these fields the powers of the State are limited, as in inter-state transactions.

It is therefore recommended that a co-ordinating and protective Federal bureau be established with ample powers of investigation and adjustment.[1] Such a Federal Bureau would further the establishment in other states of similar bureaus to that of New York, would supplement the work of existing bureaus, and would deal with questions of distribution, protection and assimilation which affect the states jointly.[2]

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[1] See page 39 for report on the action of various states on this matter.

[2] *Needed A Domestic Immigration Policy*, by Frances A. Kellor, North American Review, April, 1911.

II.

ORGANIZATION OF THE BUREAU OF INDUSTRIES AND IMMIGRATION.

II.

OFFICE ORGANIZATION.

The Bureau was opened October 3, 1910. The appropriation of $9,700 provided for a chief investigator, five special investigators and one stenographer.[1] Three temporary investigators served from October 10th to January 7th; one from October 26th to November 15th; and two from December 8th to January 7th, giving the Bureau its full quota of employees for less than one month during the first three months of its existence. A special agent from the Department of Labor was transferred and served from October 17th to January 3d. The Bureau did not have the services of an official stenographer until December 1st, as an effort was made to secure one who could also act as an interpreter. On January 9th, three investigators were appointed from the certified list, and on January 16th, the remaining two, giving the Bureau its full, permanent force three and one-half months after the office was opened.

These investigators and stenographer now provide for the following languages: Italian, Polish, German, Yiddish, French and Hungarian. Notwithstanding the care exercised in the selection of officers, the Bureau is without interpreters for the Russian, Greek and Slav languages, and for the services of such interpreters it is indebted to the Federal Division of Information, various consuls, and especially to the North American Civic League for Immigrants, which has furnished interpreters for both hearings and investigations.

No appropriation having been made for any quarters, the Bureau used temporarily the Commissioner's office at 381 Fourth avenue. This room was soon overcrowded with employees and

[1] The appropriation granted by the Legislature was $41,000, but this was reduced to $9,700 by Governor Hughes.

persons awaiting advice and assistance, and was not suitable for the Bureau's work. It was inaccessible after 6:30 in the evening and was difficult to find by persons unfamiliar with English, elevator service and office buildings. In order to meet these difficulties and provide for evening and Sunday office hours, which seemed highly desirable to save the time of working people, the first floor of a house at 40 East Twenty-ninth street was taken on February 1st, and on October 1st the Bureau had to enlarge its quarters and now occupies the first two floors at 22 East Thirtieth street.

Next to New York City, the Buffalo-Rochester section of the State contains the most immigrants. Although New York City could ill afford to spare one of its small force of five investigators, the up-state immigrants were without the protection of even benevolent organizations, and a branch office with a special investigator in charge was opened in Buffalo on March 1st. Through the courtesy of the Charity Organization Society, office room was furnished at 165 Swan street, and other co-operation given which has made this extension of the work possible. The office is now located in the new Department of Labor office in the D. S. Morgan Building. The investigator in Buffalo is thus able to investigate complaints and study conditions in western New York more economically, in both time and money, than if an investigator were detailed from New York City.

The Williamsburg–Greenpoint sections of Brooklyn contain large colonies of immigrants, there being approximately 20,000 Poles and between 30,000 and 40,000 Italians in these neighborhoods. Through the courtesy of the North American Civic League for Immigrants, the Bureau has been able to open a branch office at 592 Manhattan avenue, which is open daily and Wednesday and Thursday evenings. The Bureau finds these branch offices most successful in reaching the people, in understanding their needs, and in affording protection.

The Legislature of 1911 made provision for a counsel, who began his work October 1st. The Department of Labor allowed $1,300 for the rental of quarters beginning October 1, 1911.

It would not, however, have been possible to have laid the foundation and accomplished the results hereinafter set forth in this re-

port, with the appropriation made by the Legislature, which provided only for the salaries of an administrator, one stenographer and a small field force. These officers would have been handicapped in every way and their services largely nullified, had there been no headquarters, no clerical service, no supplies and no available funds for traveling expenses. The appropriation has, therefore, been supplemented in two ways. From the general fund at his disposal, traveling expenses of the investigators, supplies and printing have been met by the Commissioner of Labor. In addition to this, the sum of $9,695,31 has been expended for the necessary legal, clerical and stenographic services required, and such supplies and furnishings, rent, etc., as were necessary to the efficient conduct of this office, from funds contributed by the Chief Investigator and Miss Carola Woerishoffer, Special Investigator.[1]

In addition, the co-operation of the North American Civic League for Immigrants, a philanthropic organization which devotes its energies to the distribution, education and protection of aliens in the States of New York and New Jersey, has been invaluable and can not be estimated financially. The very valuable records of this organization, its investigations and the services of its staff, wherever the Bureau thought it proper to use them, have been placed at its disposal. The services of this organization have been especially helpful in Buffalo and Rochester, the Bureau having but one representative stationed at the first named point, and none at the second. A large percentage of the complaints dealt with have been brought to the attention of the Bureau by this organization.

Another factor in the development of the work of the Bureau has been the co-operation of the foreign consuls stationed at New York and Buffalo. At first there was some resentment that the State should undertake work that had always been left to the consuls, but the latter soon found that the State was able to take action in many matters, where they could not act, and that it was not hampered by the red tape of a remote home office. There has, therefore, been cordial co-operation with no conflict of authority.

In a similar way there has been the fullest co-operation between this Bureau and the Division of Information of the Bureau of

[1] See Chart II for financial statement.

Immigration and Naturalization of the Department of Commerce and Labor, which has an office in New York City. The Federal Division has been of great assistance in finding employment for aliens, and this Bureau has afforded protection to aliens applying to the Division of Information. Beginning with January 1, 1912, arrangements have been made to have a representative of this Bureau stationed at the office of the Federal Division, thereby further cementing the relations of the two governmental agencies. It is the intention of a number of states having Bureaus of Immigration to attach such representatives to the Federal Bureau, and New York is the first state to make the experiment.

The most cordial co-operation has also existed between the Bureau and the Farm Labor Bureau of the State Department of Agriculture, with offices in New York City. It has very materially assisted the Bureau in caring for the unemployed, and it has been found that the work of one Bureau supplemented that of the other, without conflict of jurisdiction or of function.

Next to obtaining a permanent staff and suitable quarters, the greatest problem has been the development of a business system. The Bureau inherited the records of the State Immigration Commission which gave it a valuable basis for its work and also brought existing conditions immediately to its attention. A number of difficult problems had been saved up by various organizations and individuals, and solutions of problems and determination of policies, as well as questions of administration, faced the Bureau from the first day of its organization. There was practically no free time to organize, and every form, blank, circular and schedule had to be devised to meet pressing needs. The system adopted is by no means adequate or satisfactory, but illustrates the progress of the Bureau.[1]

FIELD ORGANIZATION.

In most new bureaus, charged with the enforcement of laws, such regulations are a part of the law creating the bureau, and

[1] The business organization of the Bureau is described in a separate report, containing copies of forms, schedules, regulations, etc., and is intended for the use of such officials as may desire it in the organization of similar work. This report also contains a statement of the experiment made with methods of field service to determine the best use of a small force to cover a State of such great distances and to ascertain the best methods of assigning subjects and complaints and of verifying data.

violations are clearly defined and more or less easily ascertained. But in this Bureau, its functions are those of a *co-ordinating bureau,* charged wth bringing to the notice of the proper authorities, violations of a miscellaneous number of laws, scattered through the statutes and city ordinances. Very frequently notice of the exploitation, fraud or prevailing evil is first brought to the attention of the Bureau and then search must be made for a remedy. If this does not exist in law, the Bureau still makes the effort to see that justice is done by appealing to the fairness and manhood of the parties involved. Owing to the experimental nature of the Bureau, it has attempted to deal with all phases of the subject in order to lay a broad foundation for its future work, and to outline the methods best adapted to carry out the purposes which the Legislature had in mind. Therefore, the matters regulated, investigated or adjusted range from the simple one of observing whether a stemship ticket agent posts his authorization, or from the untangling of a domestic misunderstanding, to unraveling the complicated details of the transmission of money abroad, which may involve the study of a banking system, the making of transcripts of books and the verifying of accounts, or to the many varied details of some clever land swindle or bogus colonization scheme.[1]

Field organization has been difficult, for reasons other than the variety of subjects involved. The seasonal work which confronts the Bureau, to be even approximately well done, would require all of the small force on one subject, as labor camps in the summer, and railway stations and docks in the fall when the Christmas rush to the old country makes New York City a harvest field for exploiters. In a State where the distances are so great, where aliens are so scattered in small communities, where colonies and camps are so isolated, and where each investigator has to act as an interpreter in many languages, as well as perform the duties of an inspector, it is manifest that even with the most scientific management, and with the fullest co-operation of every officer, which has been most willingly given, the Bureau has only made a beginning in the matter of dealing with aliens throughout the State.

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[1] See page 123, Complaint and Adjustment Division.

Roughly computed, 2,956 investigations have been made of subjects and 749 investigations of complaints. No record has been kept of the number of visits involved in each investigation, the range being from 1 to 17 for each subject or case.

The least possible equipment for efficiency requires the assignment of investigators to the western, central, northern and eastern sections of the State, with headquarters at such points as Buffalo, Rochester, Syracuse, Utica, Watertown, Albany and Poughkeepsie. These are industrial centers around which are grouped colonies of aliens. This is especially important in view of the extensive public improvements now being carried on in this State.

REACHING THE IMMIGRANT.

Not the least important matter has been making the services of this Bureau available to the immigrant. The Bureau has not adopted the current theory that protective agencies should wait for the alien to find them, knowing full well that the exploiters who prey upon him pursue no such policy. It has realized that a vital and immediate contact with the immigrant must be made. After various experiments, a press information bureau was put into operation which is bringing good results. The following announcement was sent to 962 newspapers published in foreign languages in this country:

> "The State of New York, on October 1, 1910, opened its new Bureau of Industries and Immigration for the protection, information, and distribution of immigrants within the State. The main office is at 40 East 29th street, and is open daily from 9 to 5, Wednesday evenings from 7 to 10, and Sunday mornings from 9:30 to 1. Telephone, 7779 Madison Square. A second office will be opened in Buffalo on March 1st in the Fitch Institute Building, 165 Swan street.
>
> "The Bureau provides first, a tribunal where any immigrant may bring his troubles, whether he has been exploited, defrauded, mistreated, intimidated, misinformed or is in search of advice, information or knowledge which will help him to help himself. The State wants to know what the difficulties and problems of its law abiding immigrants are, why they fail and where they succeed, and to make them, if possible, helpful to the next stranger that comes in.

"The Bureau does not furnish employment but it directs men to reliable agencies, investigates the need and demand for labor throughout the State, and facilitates the location of industries outside the cities. It is also in a position to advise on matters of education, civics, and land opportunities in the State.

"In its broadest sense, the Bureau has been established to understand and deal intelligently with the conditions of immigrants within the State, to bring to their aid the laws that exist for their protection and to help them become useful and successful citizens. It has already helped immigrants who have been defrauded or mistreated by employment agents, commissaries or padroni, contractors, private bankers, notaries public, immigrant homes and boarding houses, advocates and military and inheritance agents, steamship ticket agents, loan and land companies, medical companies, transportation companies, etc.

"The Bureau does not furnish relief or financial aid but directs those in need to such existing agencies. All of its services are without charge and communications or complaints in any language are dealt with."

Replies have been received showing that this announcement has been widely circulated, and 57 translations into English from various languages have been made. From information now on file, the Bureau is able to ascertain not only the editors, location and nationality of each paper, but its policy and the nature of the material generally used and can immediately reach any group of aliens through this medium.

Realizing that prosecutions and remedies in individual cases will not necessarily prevent further frauds, a group of 50 newspapers representing all nationalities and languages, including English, has been selected and whenever widespread frauds are detected and proved, exploiters apprehended, or fraudulent institutions closed, notice is sent to these papers asking them to acquaint their countrymen with the facts. They are also furnished with general educational material, acquainting them with what the Government and Americans are doing in the interests of the country and of the alien.

As a result of the publication of such information, the Bureau found that fraudulent and exploiting concerns, which may be

quite innocent looking in New York City, and often not dealing with New York City residents, reach thousands of people throughout America, and it has received complaints and appeals for protection from all parts of the country. It has now devised a system by which advertisements relating to matters of vital importance to aliens, such as banking, legal affairs, employment, etc., are translated and investigated, and if they bear the easily discernible earmarks of fraud, an effort is made to suppress the advertisement, thereby preventing a continuance of the fraud.

Inasmuch as newspapers are very frequently the only known centers to which immigrants can bring their troubles, they are in a position to render valuable co-operation which is not surpassed by any other medium. Although the experiment is new, the response of the foreign press in this country has been prompt and appreciative of the work being done by the State for their countrymen.

III

REPORT OF THE BUREAU

III

DISTRIBUTION OF LABOR[1]

Industrial Opportunities: Section 153. *"The Commissioner of Labor shall have the power to make full inquiry, examination and investigation into the condition, welfare and industrial opportunities of all aliens arriving and being within the State. * * * Shall also have the power to collect information with respect to the need and demand for labor by the several agricultural, industrial and other productive activities, including public works throughout the State."*

In pursuance of this provision, a list of 630 supervisors was obtained from 53 clerks of county boards and a schedule sent to them requesting information. Two hundred and seventeen replied, representing all counties but two in the State. The same schedule was sent to 24 chambers of commerce, of which 18 replied, and to the granges throughout the State, of which 154 replied, making a total of 389 replies from all parts of the State.

For ready reference these data have been arranged on card files and an industrial map is being prepared, showing the sections in each county throughout the State in which aliens of different nationalities are permanently located or are desired and the advantages of the localities to aliens.

Such information is essential. Removing aliens from the city is not necessarily permanent nor successful distribution. Before leaving the alluring city and their countrymen, they wish to know whether any one of their nationality lives in the new locality or near it, what it will cost to live, whether there is a school near by for their children and a church of their faith, and whether their employment is likely to be seasonal or permanent; otherwise they migrate from one place to another seeking such conditions. The information compiled by the Bureau includes these data and is at

[1] See Chart III on Distribution.

the disposal of all distributing agencies, including free employment agencies and farm bureaus.[1]

The Bureau has also co-operated with transportation lines interested in New York State distribution. Throughout the State there exists a great amount of good business machinery which might well be used in distribution, if organized for the purpose.

In co-operation with the distribution committee of the North American Civic League for Immigrants upon which are represented the New York State Department of Agriculture and the Federal Division of Information, a sixteen-page pamphlet was prepared for the Bureau and consent obtained to have this distributed at Ellis Island to incoming immigrants destined to New York City. Some of the schools in the western part of the State are distributing these pamphlets to families, through the children, and they have also been distributed in immigrant communities and labor camps. Twenty thousand copies, illustrated and with color cover, were printed in combined English, with Polish, and with Italian, containing the following divisions: (1) Advice to immigrants regarding care of their property, employment, labor laws, etc.; (2) Description of farming conditions, intended to interest aliens in leaving the city; (3) Information upon educational facilities, child labor, tenement house labor, health law requirements, naturalization, with table showing equivalents of foreign money in American money; (4) Description of the various governmental bureaus of information and their facilities in New York State.

REGULATION OF DISTRIBUTION AGENCIES

Supply of Labor: Section 153. *"The Commissioner of Labor shall have power to ascertain the occupations for which aliens shall be best adapted and to bring about intercommunication between them and the several activities requiring labor which will promote their respective needs."*

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[1] The Legislature of 1911 passed a law providing for the compilation and publication annually of an industrial directory, by the Department of Labor, which will supplement the work of the Bureau by supplying information regarding the location, facilities and conditions in present industries, and the opportunities for the location of new industries or their removal from congested centers.

To this end, section 155 requires a registry of all employment agencies throughout the State whether requiring a fee or not. Six hundred and ninety-three such agencies have been registered under the following provision:

> *"All employment agencies * * * shall on or before the first day of October, nineteen hundred and ten, and annually thereafter, file with the Commissioner of Labor a statement containing the name of the person, firm, corporation or association conducting such agency, the street and number of the place where the same shall be conducted and showing whether said agency is licensed or unlicensed, and if licensed, specifying the date and duration of the license, by whom granted and number thereof."*

To this end, section 155 requires all agencies furnishing employment, whether free or charging a fee, to keep in the office thereof:

> *"A full record of the country of the birth of those for whom places or positions are secured, their length of residence in this country, and the name and address of the person, firm or corporation to whom the persons for whom such places or positions are secured shall be sent, the occupation for which employment shall be secured, and the compensation to be paid to the person employed."*

Under this provision 574 private agencies in New York City and 43 in other parts of the State and 46 free agencies have been instructed to keep this information which will be compiled at the end of each year. Upon this information may be based some practical measures for interchanging information, facilitating distribution and fitting the person into the work for which he is best adapted. This is the first attempt on the part of any state to keep a registry of unemployed aliens, with a view to studying the actual problem of distribution.

> *Section* 153, *Subd.* 4. *"The Commissioner of Labor shall inspect all employment and contract labor agencies dealing principally with aliens or who secure or negotiate contracts for their employment within the State."*

Not only does the law require a registry of agencies and the keeping of the data above specified, but it provides for inspection

of all agencies whether they charge a fee or not. Those charging a fee are required to be licensed and are regulated under chapter 700 of the Laws of 1910, which applies to cities only, the enforcement of which is entrusted to their respective mayors. In accordance with its policy of co-operation, so clearly laid down in the law creating the Bureau, no attempt has been made to enforce the provisions of chapter 700 in cities of the first class. In New York City and Buffalo twenty complaints have been referred and have received prompt attention. Rochester is exempt under a charter provision passed subsequent to the enactment of the employment agency law.

Through a misunderstanding of the purpose of the section authorizing the supervison of such agencies, municipal authorities in New York City, charged with the enforcement of the law regulating private employment agencies, made an unsuccessful attempt in the Legislature of 1911 to repeal this section of the law before it had had a fair trial.

New York is the first state to extend its supervision to free agencies. Forty-six inspections have been made of such agencies. In New York City a number of such agencies have come together on a clearing house basis and the Bureau is interested in extending this method of co-operation to other free agencies.

Under a separate provision, the Bureau also has the supervision of homes and other philanthropic organizations which distribute aliens, and has registered and inspected twenty-seven such agencies in New York City.[1]

The advantages of this broad supervision by the State have been clearly demonstrated. Employment agents are frequently bankers, steamship ticket agents or padroni. With their great hold upon the unemployed, they are in position to influence the aliens' savings, investments, destination and living conditions. The fact that the Bureau has power to investigate complaints concerning all of the activities of all such agents makes it possible to detect these inter-locking abuses, which would not be discoverable through the regulation of the employment agency business only. Many of the small cities to which the provisions of the employment agency law were extended in 1910, were unaware of its provisions, but have

[1] See page 120 for further report.

since taken up the enforcement of the law in co-operation with the Bureau. A number of padroni and commissary agents were found to be licensed in New York City, but were conducting a number of branch offices throughout the State, which were under no supervision. The Bureau has also been able to deal effectively with complaints where the effect of misrepresentation extended beyond the city limits, and where aliens were unable to return to prosecute. The following is an instance taken from a letter received from the Superintendent of Alien Poor:

> "A number of cases of what seem to be imposition upon immigrant laborers have been brought to the attention of this department. It is stated that immigrants arriving at the port of New York apply to an employment bureau known as * * * of New York City. These aliens, according to their story, upon the payment of a fee of $3, are given to understand that a position awaits them on a certain point on the Erie Railroad at so much per day. Upon arriving at the designated point they are assigned to an agent, kept for a few days, after which they are told they are no longer wanted. As they have paid the agency almost the last cent they have, these aliens are obliged to suffer hardship, going without food for several days and compelled to walk a long distance to Buffalo or some other city. Very frequently these shipments are made along the line of the Erie Railroad. * * * At my request Mr. Elson has forwarded four sample labor contracts obtained from the aliens at the Municipal Lodging House. All of these seem to have paid the agency a fee of $3. On November 23d, another contract of the same kind was picked up from a poor person at our Buffalo office.
>
> "I trust it will be possible for your new Bureau of Industrial Immigration to prevent impositions of this character. I enclose the contracts to you. * * *"

Investigation disclosed that these cases involved both a New York and Buffalo agency, that neither municipality had been able to successfully prosecute the offenders, and that the Buffalo agent had never been licensed.

SHIPPING AGENCIES

New York has a hybrid class of agencies, called shipping agencies, of which nineteen were investigated. Thus far they have

successfully eluded all attempts to regulate them. They usually furnish cattle attendants and coal passers, charging from $10 to $20 for the so-called "passage." This is really a fee for furnishing employment, for the transportation company provides free passage to the shipper for such employees. The abuses in connection with shipping men from the port of New York are not great, but the majority of cattle attendants are shipped from New York agencies *via* Boston, and the coal passers *via* New Jersey, and in such instances the abuses have become very burdensome. This being an interstate matter involving the Federal Department of Agriculture which regulates the conditions under which cattle attendants are selected; the transportation lines which furnish quarters, food and transportation; and the shippers who furnish employment; the Bureau has brought this matter to the attention of the International Mercantile Marine Co., and asked it to deal with it as a business matter. By joint conferences of the interests involved, it is hoped that a solution of this matter will be found and aliens desiring to work their passage home will be protected against the exploitation now carried on.[1]

PROTECTION OF UNEMPLOYED

Although the State had made ample provision for protecting laborers who patronize agencies, a very great number of them rely upon newspaper advertisements and agencies other than employment bureaus. To prevent the hardships and frauds arising through such misrepresentations, a law was passed making it a misdemeanor for any person, corporation or employer to misrepresent any employment, work or situation, its nature, location, duration, wages or salary or the circumstances surrounding the employment, or any other material matter.[2] The unemployed are now apparently afforded full protection, as the new law is applicable to the whole State.

Employment has not been furnished by the Bureau, but 459 applications for work have been received in New York City and 31 in Buffalo and referred to various co-operating employment centers, the Bureau endeavoring to keep in touch with the alien until he found employment.

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[1] See page 59 under Transportation.
[2] Appendix I for text of law.

RECOMMENDATIONS

The experience of this Bureau in the matter of distributing labor leads inevitably to two recommendations:

First, that the matter of finding employment, especially for unskilled laborers, must be undertaken through a series of adequate, well organized employment agencies operated by the State, a conclusion also arrived at by the Commission on Employers' Liability and Unemployment, which made its report to the Legislature in 1911. With such bureaus should be united or coordinated the Farm Bureau of the Department of Agriculture.

Second, that all agencies engaged in furnishing labor in this State should be supervised by the State and that all agencies or persons furnishing labor to persons or corporations engaged in interstate commerce should be licensed and regulated by the Federal Government. This will prevent the evasion of conflicting or ineffective municipal regulations and will bring all agents throughout the State under a uniform law and will prevent the fraudulent transactions now carried on by agents in various states who act in collusion.

INTER-STATE DISTRIBUTION

New York City, being the port of entry where congestion is greatest, has long felt the need of co-operation from the western states which are crying for labor and settlers. Thirty-seven states have immigration bureaus, or labor, land and agricultural bureaus, which deal with immigration matters. Some of these bureaus have been in existence a long time, others a short time, but there has never been any widespread co-operation or organization. Early in March of this year, the Bureau sent out the following questionnaire to 49 state bureaus dealing with immigration:

> In a number of the states there have been established state employment agencies and immigration bureaus or departments. It is believed by some of us that the time has come when the Federal and State Bureaus should come together and discuss the interior problems of unemployment and immigration and perfect, if possible, some clearing house plan

by which we can all work together with less cost, delay and waste in distributing people to various localities.

Will you, in addition to any other suggestions you may wish to make, answer the following questions, in order that we may arrive at some conclusions regarding the advisability of such an action?

(1) Is a conference desirable and is there necessity for co-operation?

(2) Should it be confined to governmental agencies and how many representatives should there be from each state?

(3) Would you be willing to attend, participate in the meetings or serve on a committee of arrangements?

(4) What subjects should such a conference take up, suggesting in detail whatever problems confront you in your work?

(5) If the conference is held in the east, what cities are preferable and what months?

(6) Would Washington be a desirable place?

(7) If the conference is held in the middle west, what cities are preferable and what dates?

(8) If a conference seems impossible or undesirable, can you suggest any means by which the states can keep in touch with each other's work, exchange reports and be of assistance in the matters of distributing and protecting immigrants and relieving unemployment?

The response to this inquiry showed a very live interest in the subject and a desire for co-operation among the states. In November, the initiative in calling such a conference was taken by Hon. Terence V. Powderly, Chief of the Division of Information of the Department of Commerce and Labor. A two-days' session was held in Washington, over which Mr. Powderly presided and 36 delegates from 27 states were in attendance. A permanent organization called the National Conference of Immigration, Land and Labor Officials was formed and the following resolutions adopted:[1]

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[1] Officers elected for the first year were: Honorary President, Hon. T. V. Powderly, Chief, Federal Division of Information; President, John R. Commons, Member Industrial Commission, Wisconsin; Vice-President, A. P. Sandles, Secretary, Board of Agriculture, Ohio; Treasurer, Chas. F. Gettemy, Director, Bureau of Statistics and Labor, Massachusetts; Secretary, Frances A. Kellor, Chief Investigator, Bureau of Industries and Immigration, New York.

I. That this Conference become a permanent organization to be known as the National Conference of Immigration, Land and Labor Officials, and that officers and an executive committee thereof, with full power, be elected, and that membership in this conference be restricted to State and Federal officials, and their duly appointed representatives, and that the original membership consist of such officials present at this first Conference.

That this Conference establish during the ensuing year such offices and at such points as the executive committee shall determine, provided funds therefor can be obtained.

II. That the objects of this conference shall be to arouse public sentiment:

(a) Favoring increased Congressional appropriation, enabling the Federal Division of Information of the Bureau of Immigration of the Department of Commerce and Labor to induce admitted foreign-born and native people to leave congested population centers and go into the agricultural and other industries.

(b) Favoring the creation of state bureaus of immigration and information, with representatives at ports of entry with appropriations therefor by the several states.

(c) Favoring the extension of activities of such bureaus for the protection, education and assimilation of immigrants.

(d) Favoring the fullest co-operation between the several state bureaus and between state bureaus and Federal divisions of information in the above objects.

(e) To enlist the aid and co-operation of commercial, civic, philanthropic and other organizations in the above objects.

III. That the Executive Committee of this Conference be instructed to prepare, in co-operation with the Chief of the Division of Information of the Bureau of Immigration of the Department of Commerce and Labor, amendments enlarging the powers of the said Division to deal with interstate problems affecting the distribution, protection and welfare of admitted aliens and other residents; and enabling said Division to establish branches in such centers of distribution as may be deemed advisable.

IV. That this Conference recommend the establishment of state free employment bureaus in various states, and the enactment of laws safeguarding laborers in search of employment.

V. That the present Conference respectfully express to the Honorable Secretary of Commerce and Labor its hope that

he will find it possible and agreeable to have the proceedings of the present Conference separately published by his Department at as early a date as may prove feasible and in sufficient number for widespread distribution.

It was the sense of the Conference that Conference offices be opened at various centers throughout the country, which would conduct information bureaus, and that the Conference urge the extension of the Division of Information offices at such redistribution points where most needed to co-ordinate and supplement the work of the states. The important thing is that the state and Federal Governments have united on a programme for dealing with admitted aliens, which will in no way concern itself with admission or restriction. It is the first national or governmental organization to deal with immigration as a domestic matter.

TRANSPORTATION [1]

Section 153, *Subd.* 5. "*The Commissioner of Labor shall investigate conditions prevailing at the various places where aliens are landed within this State and at the several docks, ferries, railway stations and on trains and boats therein, and in co-operation with the proper authorities afford them protection against frauds, crimes and exploitations.*"

TRANSIT CONDITIONS IN NEW YORK CITY.

The most difficult problems with which the Bureau has had to deal concern the transit facilities of aliens passing through New York City *via* the port of New York. In the course of this investigation, nineteen inspections have been made of conditions prevailing on docks, nine of rail terminal and a number of steamers have been met at Quarantine, through the courtesy of the Surveyor of the Port, and the system of distribution studied throughout the city from Quarantine to the terminals. Seventy-one records of Hoboken investigations, where New York has no jurisdiction, were also placed at the disposal of the Bureau by the New Jersey Committee of the North American Civic League for Immigrants.

[1] See Chart IV on Transportation.

It is necessary to describe the prevailing system to understand the difficulties and proposed remedies.

Departing Aliens, or East Bound Traffic—From October to February there is a heavy east-bound passenger movement of aliens returning to their home country. In 1909 there departed from the port of New York, 163,902 immigrant aliens, and 132,221 non-immigrant aliens. While a large percentage were residents of the city at the time of sailing, a very great number came from inland points, especially from camps, small towns, and cities throughout the country.

Located in these centers are steamship ticket agents, who sell not only the rail ticket to New York, but wherever possible, the steamship ticket which is good for passage when stamped at the general office or dock of the line over which it is sold. Some of these agents also sell, or lead the alien to believe he has paid for, his lodging, baggage transfer and guide service to the hotel and dock in New York City. He is told that the amount paid covers everything, that he will have no further trouble getting aboard the steamer, for he will be met at the station. To assure this, he is given a card or button with the name or hotel on it, or told that his name will be called out at the station in New York City, and he is to go with the man claiming him when his name is called. Some agents do not get the money for New York City hotel accommodations and services, but direct persons to hotels. It is also a common practice for agents, instead of giving to the alien the steamship ticket purchased by him, to send it on to the hotel-keeper, thus requiring the alien to go there to get his property. Where a steamship ticket is not sold in the interior, but the alien prefers to wait until he reaches New York City, he has usually been in correspondence with an agent in the city, and frequently an advance deposit of $2 to $5 is sent on to reserve space. This is done even when there is little or no demand for space.

The relations between steamship ticket agents and hotel men are very close. In New York City and large central and western cities, one person usually acts as both ticket agent and hotel-keeper and they exchange business — the eastern agent selling the rail ticket and directing the alien to the central or western hotel, the agent in the latter places selling the transportation and directing

the east bound alien to the eastern hotel. The alien is always encouraged to go to a hotel even when his vessel sails upon the same day he arrives. The hotel is thus in charge of his transit from the rail lines to the docks. Some hotel men pay commissions of fifty cents to $1 to ticket agents for sending passengers to them, and local agents are sometimes appointed by traveling steamship agents on condition that they patronize certain hotels in which the agents are interested. This is not ordinarily done with the knowledge of the steamship officials.

Each New York City rail terminal has an immigrant agent who takes charge of arriving and departing aliens. Those having the card or button of some hotel, or whose name the hotel has received in advance are called consigned passengers; those having no address are called unconsigned passengers.

The runners for the various hotels to which aliens are consigned by inland agents, are supposed to meet all trains, and especially when they are notified that passengers are arriving for them. The immigrant agent turns the consigned passengers over to the runner claiming them. When unconsigned passengers arrive, not having selected a hotel or purchased a ticket, they are given by the immigrant agent to the runner selected by the agent, according to any method he may adopt. Immigrants who refuse to be directed to any hotel, are left to the mercy of the dozens of runners and porters who collect outside the station and demand their baggage. It is not uncommon for an immigrant to be accosted a dozen times in a block or two and his address and baggage demanded or taken away.

As soon as these immigrants are in the hands of the runners, either hotel or city runners, the first thing the runner does is to take away their steamship tickets and baggage checks, which are retained or turned in to the hotel until the immigrants go to the dock or are on board the ship. The dissatisfied or mistreated immigrant, or one who has been sent to the wrong hotel, has therefore little opportunity for redress before sailing, with his property fast in the possession of the hotel or of the runners. The runners employed by these hotels usually work on a commission, are ordinarily not bonded or licensed, and have the immigrant and his property at their mercy. In one instance an immigrant was de-

tained for three days because on the morning of sailing the hotel runner had his steamship ticket in his pocket and had been called to court.

Consider for a moment the likelihood of an alien never reaching the hotel to which he is consigned by reason of this defective system of identification and of transit. The competition between the hotels is so great that in some instances their agents board the trains and take away the tags or cards or buttons of one hotel and substitute others. It is known that some agents, in order to get the commission paid by the hotels, give the immigrants more than one address or card. Runners sometimes represent several hotels and take the passenger to the hotel which pays the highest commission, or they sometimes claim passengers on the promise that they will take them to the hotel they have asked for and then leave them at other hotels. If the train be late and no runner is there the alien must find his own way.

Where advance payments have been made to cover New York City charges, the failure of an immigrant to connect with the right hotel means the loss, not only of his advance payment for the ticket, but delay which very frequently causes him to lose his boat. It sometimes happens that too many tickets are sold for a steamer and the immigrant is delayed awaiting an adjustment or transfer to another steamer. Under such contingencies the distribution of immigrants to the various hotels by the railroad immigration agent is a matter of great importance.

The coastwise and Hudson river lines, having terminals in New York City, do not even provide an immigrant agent, and while an attempt is made to keep runners, porters and expressmen off the docks, immigrants become the prey of these men as soon as they leave, and the exploitation is widespread. No attempt whatever was made to safeguard these aliens and their property, although thousands are carried each year, until the Fall River Line granted to the North American Civic League for Immigrants the privilege of making the experiment of conducting immigrants.

Incoming Aliens or West Bound Traffic.—In the transportation of incoming aliens the same and additional difficulties are prevalent. With the distribution of through steerage passengers from Ellis Island, the Bureau has not concerned itself. The railways,

through the clearing house maintained there, promptly route and rate the passengers, and the Federal Government, by agreement with the various roads and coastwise lines, has developed a system by which aliens are promptly delivered at the terminals and protected until they leave. There is one exception, the McDonnell agency, representing the Old Dominion Steamship Co., and the Ontario & Western Railway. This agency is still permitted to bring through steerage passengers to New York instead of sending them directly to their destination. The establishment of the Immigrant Guide and Transfer by the North American Civic League for Immigrants, has made it possible for any alien destined to New York City, who desires safe delivery to his address, to avail himself of its services for a nominal charge. A number of philanthropies also have agents at Ellis Island who assist persons of their own race or creed to points within the city. The prosecutions of runners, porters and cabmen, and the increase of police protection at the Barge office (all brought about by the North American Civic League for Immigrants) have to a great extent eliminated the evils at the Battery, and the Bureau has been able to give its attention to other phases of the subject.[1]

The system of transportation of second cabin passengers is, however, no better than that for the east bound alien. In 1910 there arrived at the port of New York 137,288 second cabin passengers, which gives some idea of the importance of this business to emigrant hotels. When the second cabin passenger buys his steamship ticket he frequently purchases a rail order to his final destination in this country, the latter being sold on the other side at an *immigrant rate,* similar to that given the steerage passenger. Agents on the other side have much the same interest in hotels in New York City that agents in the interior have, and consign the passengers to hotels. On board the vessel or on the docks this steamship order is taken up by a steamship agent or rail line agent for the purpose of exchanging it for a rail order. The second cabin immigrant, however, is denied the rate paid by him on the other side, unless he actually goes over to Ellis Island to obtain his ticket, which he is assured will take time and cause delay. He, therefore, almost invariably pays the difference in price on the dock. The runners of the various emigrant hotels then take away

[1] Report of North American Civic League for Immigrants, 1911.

his ticket and his baggage checks, just as they do at the stations with east bound aliens, and he is escorted to the hotel. It does not matter if his train leaves in half an hour and he has just time to make it or not; he *must* go to the hotel, for at least one meal and a night if possible. The hotel when it has had its tithe, usually sends a runner with the passenger to the station who sees that his rail order is exchanged and that he gets aboard.

Unconsigned second cabin passengers who refuse to go to hotels, are the prey of runners and porters, cabmen and expressmen, who literally pounce upon them as soon as they are on the docks and carry off their baggage and tickets. When the steamship agent sells a rail order on board on the way from Quarantine, or when the rail agent sells it on the docks, he immediately leaves the purchaser to the outsider. The rail agents have no regular stand where they can be found, but mingle with the passengers on the dock. There is no bureau of information. If it is late at night no one informs the aliens that they can stay on board. Furthermore, while the foremen of the gangs of checkers are steadily employed on salaries, the checkers get twenty-five cents an hour and work for two or three hours on a boat. Then they go to another. This method results in hiring men who are idle part of the time and are poorly paid. These are the men who advise the immigrants where to go or turn them over to their porter, runner or cabman friends, with whom they later loaf in the nearest saloon on the proceeds the immigrant has "given up" the day or night before.

Three of the lines have a guide service operated by a private banker at the New Jersey docks. This service has prevented many abuses, but as the guides of this company must compete with all others on the docks during the rush of landing passengers, the experiment has been only partly successful.

A number of philanthropies have representatives on the docks to meet incoming second cabin passengers, chiefly those destined to the city, but they are wholly inadequate in their competition with the business interests represented.

It will be observed that the only *direct* system of transportation across New York City between the steamship and rail lines for their own through passengers, either east or west bound, is in the hands of hotels and their runners whose only profit necessarily

depends on *delay* and *detention*. The transportation lines disclaim all responsibility for what happens to a passenger from the time he gets off the docks until he enters the train and vice versa, on the theory that their responsibility ceases when the passenger leaves their boat or train.

Baggage Transfer.— The delivery of passengers is not the only problem. Ordinarily, even when an east bound alien has a steamship ticket on a given vessel and line, his baggage is checked only to the rail or coastwise line terminal, giving the hotel or city expressmen a chance to charge for delivery. The check once in possession of the porters and expressmen, the alien is powerless. It not infrequently happens that the check may get into the hands of one hotel runner and the alien and his ticket into the hands of another. In such a case the alien frequently misses his boat just because the two are fighting over the hotel to which he belongs.

There is another evil. New York City ordinances prescribe the rate for baggage transfer, but permit a special rate to be made between the owner of the baggage and the expressmen. Although the alien may sail on the same day of arrival or the next day, he is usually charged the special rate and is told a special trip must be made to the docks. This is done in many instances where the expressman has a half or a whole day in which to deliver the baggage. It is no uncommon thing for an alien to pay $3 to $4 for the delivery of a piece of baggage from a New York City rail terminal to a New York City dock.

Still another abuse is practiced on aliens. Agents of transfer companies take up the baggage checks on the train — not in the way they take up an American's, by request, but by demand — giving the alien a check marked "Office." The alien, thinking the transfer agent is a train official, with his official cap and badge, gives up his check. When he finds over what line he is sailing and wants his baggage delivered, he pays twenty-five cents "office check" fee, plus the regular transfer, regardless of the time the baggage is in the "office." This is done where the baggage has not been taken to the office of the transfer company from the station and no service has been rendered other than exchanging the checks. In a test case, this "office fee" was charged an alien who called at the transfer office at the rail terminal and carried his own trunk away from the station room.

The records of this Bureau are replete with complaints of lost, misguided or overcharged aliens, delayed and exploited under the present methods. At any transfer hotel on any morning of sailing, as much as fifty per cent. of the passengers complain of overcharges, misunderstanding, bad treatment, or confusion in tickets and routes. Day after day men are left behind through the competition and negligence of these hotels or the inefficiency of their runners. There is something radically wrong with a business system which loses money for passengers; enables them to be misguided, robbed and detained; makes them pay special rates for baggage, and even bonuses as high as $5 to have their tickets stamped on the docks in times of rush; and fifty cents for having their trunks labeled. There is something wrong when fifty out of every one hundred persons come into New York City thinking they have paid for something they do not get; when they are charged regular night hotel rates whether they arrive at midnight and sit on a chair all night, or whether they arrive at 5 or 6 a. m., and stand out on the sidewalk. They pay hotel rates for such standing room on a public thoroughfare.

Summary and Remedies.— It must be remembered that the Bureau has had but a year in which to deal with an immensely complicated matter extending far beyond its jurisdiction and involving interstate commerce.

There are so many parties to the transaction that progress has been slow.

First, there is the agent, frequently in another city or state, who collects all of the charges. In the latter instance his acts are beyond the jurisdiction of this State. In cases brought to the Bureau where he has overcharged or misrepresented, the general agent in New York City has been held responsible, and wherever the alien could stay and prosecute, the Bureau has been successful. Usually, however, the Bureau receives the complaint the day before or on the morning of sailing, so there is little time for investigation — a fact relied upon by the parties to the exploitation.

So far as agents in this State are concerned, the Bureau has had the laws amended governing the sale of tickets by authorized agents, and requiring independent agents and peddlers to be

depends on *delay* and *detention*. The transportation lines disclaim all responsibility for what happens to a passenger from the time he gets off the docks until he enters the train and vice versa, on the theory that their responsibility ceases when the passenger leaves their boat or train.

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So far as agents in this State are concerned, the Bureau has had the laws amended governing the sale of tickets by authorized agents, and requiring independent agents and peddlers to be

licensed. As these amendments went into effect September 1st, and as this Bureau has but five field agents for the entire State, a fair test of their efficiency has not been made.[1]

Whenever violations have been called to the attention of the steamship lines, they have shown a readiness to take action. The difficulty is that, with the present force, violations cannot be detected in a state with 1,013 authorized agents and some (estimated) 4,000 or 5,000 peddlers. Under section 1563–4 of the Penal Law an investigation of 235 agents showed that seventy-four had not complied with the law in posting their authorizations. These were kept in desks and safes, and in twenty-one instances, agents were advertising as the agents of lines for which they had no authorization. Whenever a test case has been brought against peddlers, they have agreed to comply with the law and discontinue the sale of tickets, so no decision has been obtained under the law. It is not enforced, however, and the peddlers are acting in open defiance of it. The Bureau has not been able to secure such co-operation from the steamship lines as would result in wiping out the abuses attending the sale of such tickets and overcharges, although the rules of the Conferences prohibit such sales. It is one of the matters remaining to be more thoroughly dealt with.

Section 1564 which specifies that only bona fide orders on transportation lines shall be sold and what they shall bear on their face, has been most effective. The evils so prevalent during the investigations of the State Immigration Commission, caused by irresponsible persons issuing their own personal orders, which were not binding on any line, have apparently been eliminated with the exception of one line whose operations are now under investigation. The efficiency of this law is best shown by contrast with other states. A number of defective orders or tickets have come to the attention of the Bureau, but they were not issued in this State.[2]

Second, there is the immigrant agent of the rail line. Although this situation is complicated by the fact that most of the terminals are in Jersey City, in three instances the attention of the railroads

[1] Appendix II for text of laws.

[2] For the banking operations of such agents see page 82.

has been called to the fact that their immigrant agents were receiving commissions from runners for directing or diverting alien passengers, and in two instances the men were removed and the system improved. The supervision of this work is, on the whole, defective, a thing not true of the other branches of the railroad passenger service, this service being considered a favor to the passengers rather than a part of the railroad's transit obligation. The systems in use in the various terminals also differ so greatly that there cannot be said to be a standard of such service.

As an illustration of what can be done, one railway, upon complaint from this Bureau, installed a new system which operates as follows:

Immigrants on arriving at the station from inland cities, are all taken into the immigration room at the terminal. Then one runner at a time is admitted into the room, where he calls out the names of the immigrants consigned to his hotel. He is not permitted to take any one else but those for whom he has a requisition. When he leaves the room with the immigrants in his charge, the next runner is admitted and he goes through the same process. All immigrants remaining in the room, whether consigned and not called for, or unconsigned, are taken in charge by the immigrant agent, and sent to the respective steamers in charge of one of his assistants. On arrival at the dock of the steamer, the agent in charge of the immigrants collects their tickets, takes them direct to the office, has them stamped without delay, returns to the people in his charge, gives them back their tickets, and sees to it that they all get on board before he departs. He also attends to the checking of their baggage on the dock. The immigrant agent will not accept any tips whatsoever from an immigrant, whether offered voluntarily or otherwise. The system of the agent having all the tickets stamped for the men in his charge, is quite a contrast to that of the various transfer companies who tell their men to get in line to have their tickets stamped and they are often seen in line when the gangway of the steamer is lowered and the vessel leaves the dock. This railway also has a receipt system, whereby the agent in the interior receives a return card stating that the passenger was put on the steamer by the immigrant agent at the time named on the card.

Third, there are the bookers, runners and porters. Previous to the assumption of all immigration regulation by the Federal Government, the Commission of Emigration licensed bookers and runners. When the Commission went out of existence, these laws were re-enacted in the New York City charter, but without a body designated to enforce them. Although the first two laws are still on the statute books, only seventy-nine runners are licensed by the police while no bookers are licensed.

Furthermore, the law regarding runners applies only to those who *solicit* patronage, and therefore has been held not to apply to those who receive *consigned* passengers only. All runners for hotels claim they receive only consigned passengers and evade the law on this ground. It carries no penalty for violations, other than the forfeit of the $300 bond required. The section, however, may be amended by the Board of Aldermen. As there is no appropriation or force for detecting violations, its effectiveness depends upon the complaints made. There are as many licensed as unlicensed runners, so there is little use in making complaints. Twenty-nine only are licensed.

The legal situation is further complicated by the fact that porters are regulated by ordinance instead of statute and are licensed by the city Bureau of Licenses — an entirely separate department. The bureau has insufficient funds and investigators, and many porters do not take the trouble to obtain licenses. Two hundred and seventy-eight are licensed. As the duties are much the same as those of runners, when a complaint is brought and a license revoked in either Bureau, the porter or runner, as the case may be, applies at the other Bureau, or does business without a license, as there are no means of identification in either Bureau. When a license is revoked by both Bureaus, the runner changes his name and begins all over again or works for some other runner. As most of the transactions of runners and porters with aliens are in a foreign language and on transit lines and in hotels, as well as on thoroughfares, the police cannot possibly detect the abuses.

No adequate protection can ever be given the alien in New York City until; (1) the laws licensing porters and runners are repealed and a stringent law passed regulating the practices of both of these agents; or (2) the licensing of both porters and runners is placed

in one Bureau, the fee and bond increased, duties defined and penalties imposed for violations of law. This will be wholly ineffective if adequate appropriations and investigators are not provided. The fees for licenses would in themselves constitute the necessary fund, if so appropriated.

The abuses due to runners taking transportation tickets, the Bureau has endeavored to remedy by the passage of a bill prohibiting such runners from soliciting the passage ticket.[1] This law went into effect September 1st, and already numerous protests have been received from hotel men to the effect that its enforcement interferes with the present system. This shows how deeply involved the hotel is in the through transportation of aliens.

Representatives of the emigrant hotels are granted annual dock passes by the Collector of the Port for the purpose of meeting steamers. As another way of preventing abuses, after a conference with Commissioner William Williams and the Chief Investigator of the Bureau, Collector Loeb issued a new set of regulations governing such holders of passes.[2] As holding an annual pass is a valuable privilege to the hotel, the influence of these regulations has been wholesome.

Fourth, there is the hotel itself. Reference has already been made to the obsolete law requiring them to be licensed. Emigrant hotels, of which there are about twenty-five in New York City, have a number of special characteristics. They deal primarily with through east or west bound immigrants, usually of one nationality; employ runners who act as guides for passengers; have contracts with express companies or run an express wagon service of their own, for the delivery of guests and baggage; receive consigned passengers by designation of buttons, cards or orders sent in from ticket agents; sell steamship and rail tickets on commission, and some member of the firm is usually a duly authorized steamship agent; frequently let such privileges as the sale of jewelry, or putting up of train lunch boxes to persons who are given the freedom of the place; exchange money; and act as "outfitters" to green aliens desiring to acquire an American appearance.

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[1] Appendix III for text of law.

[2] Appendix IV for text of regulations.

These hotels serve a very useful purpose, and they should be retained and made to render the services for which they now charge. From an investigation made of each of these transactions, the Bureau was convinced that only supervision would remedy the existing abuses. A conference of the hotel men was called and a frank expression was given by those present of the difficulties under which they compete. Many methods not hitherto understood were explained, and the Bureau caused the introduction and secured the passage of a bill licensing immigrant lodging places, which went into effect September 1st.

There has been but one month in which to test this law, and that has been chiefly taken up with the organization of the work. The law provides for the licensing and regulation of all immigrant lodging places throughout the State, such places being defined as "any place, boarding-house, lodging-house, inn or hotel where principally immigrants or emigrants while in transit, or aliens are received, lodged, boarded or harbored," and excludes places maintained or conducted by charitable, philanthropic or religious associations, as well as temporary sleeping quarters in labor or construction camps.[1] Each applicant for a license is required to file with the Bureau a verified statement containing detailed information regarding the applicant's business, such as location, capacity, rates, charges for special services, names and addresses of employees and how compensated, other business connections, etc., together with satisfactory proof of the good moral character of the applicant. In addition thereto, it is further required that there be presented a bond to the People of the State of New York, with two or more sureties or of an approved surety company

> "conditioned that the obligor shall obey all laws, rules and regulations applicable to such immigrant lodging place prescribed by any lawful authority, and that such obligor shall discharge all obligations and pay all damages, loss and injuries which shall accrue to any person or persons dealing with such licensee, by reason of any contract or other obligations of such licensee or resulting from any fraud or deceit, or other wrongful act of said licensee or of his servants or agents in connection with the business so licensed."

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[1] Appendix V for text of law.

Any person aggrieved can bring an action for the enforcement of such bond. On the approval of the application and of the bond filed therewith, the Commissioner of Labor is empowered to issue a license, which may be revoked by the Commissioner of Labor on notice to the licensee and for cause shown. Any person or any officer of a corporation, who violates any of the provisions of this section, is guilty of a misdemeanor.

Considerable time has been taken up in drafting, translating and printing the numerous forms and pamphlets necessary for the proper explanation and enforcement of the various provisions of the law. The regulations finally adopted have been issued in four languages, and the rate cards required to be posted are printed by the Bureau in the various languages, furnished free, and signed by the executive officer of the Bureau, in order to insure a uniform standard and make it possible for the alien to know the terms and conditions under which the hotel has agreed to lodge him.[1]

Under this law no transfer houses have as yet been licensed, but twenty applications are pending until certain recommended changes have been made. It is too early to anticipate the effect of this law in the short month of its enforcement, but emigrant hotel-keepers have shown every wish to understand and obey the law.

Fifth, the charges by expressmen and cabmen are matters of local regulation entirely. This Bureau has made complaints wherever violations were found, and several licenses have been revoked. Expressmen defy the license law with impunity and there are scores of them unlicensed in the city. Inadequate inspection and lack of appropriations are again at fault. The matter of licenses in the city and the proper enforcement of laws pertaining to them should be made a matter of investigation, as the city does not provide the present Bureau of Licenses with facilities for enforcement.

Sixth, there are the general agents of the various lines. They are responsible for the character of the agents appointed and for the regulations governing them. The present system, which requires that a ticket shall be stamped at the general office or on the

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[1] Appendix VI for rules and regulations.

docks before sailing, is responsible for many abuses. This is the excuse given by hotel runners for taking up the tickets on the arrival of the alien, who is rarely informed that he can have his ticket stamped on the dock and need not turn it over to the hotel. Fees as high as $5 are charged by runners for this service when steamers are crowded. Investigators of this Bureau have seen long lines in front of the dock offices, waiting throughout the morning, while runners went in and out the rear door having tickets stamped for a fee of $1 to $5. Those in the line in front were thus left behind though they may have had their tickets weeks before.

Notwithstanding the efforts made by this Bureau along the various lines indicated, one thing has been growing constantly clearer. There are at least seven parties to one through transaction and only two of these — the steamship agent who sells the ticket and the steamship agent who stamps it, entitling the man to sail — are really responsible. Everyone else is working for his own interest, and is responsible to some one other than the steamship line, and yet the alien would never buy his combined rail and steamship ticket unless it presented some advantages. The present system, as shown by the most incontrovertible evidence in the Bureau, constitutes one of the most stupendous avenues for petty exploitation and misrepresentation existing in this country today and spreads to every small hamlet where such agents operate. The hardships resulting are almost beyond belief. Appended are a few of the many affidavits showing what happens to the alien stranded by such methods, for those who wish to read the human stories of suffering with which this Bureau has daily to deal, not only righting wrongs, securing justice, but often directing aliens to such charitable persons as will enable them to proceed on their journey after they have parted with their last funds.[1]

Believing that the only remedy for these abuses lies in the installation of a good transportation system for this city, which shall include both persons and baggage, the Bureau has held a series of four conferences, one with the hotel men, one with rail line representatives, one with the steamship line representatives, and a joint conference with the last two named, for the purpose of considering the installation of such a system. The matters presented at these

[1] Appendix VII for statements of aliens.

conferences were not new to those assembled. Each representative was familiar with the evils, and many of them had made efforts to stop the abuses. They have succeeded at different points just as the Bureau has at others, but the time has come when only combined efforts can eliminate the widespread graft and abuses.

The plan proposed at these conferences by the Bureau is briefly as follows:

That a transit company shall be started in New York City for the purpose of (1) delivering east bound passengers and their baggage at the docks or at hotels; (2) delivering westbound through second cabin passengers to the stations or hotels; and (3) delivering steerage passengers from Ellis Island destined to New York City and adjacent points to their destinations.

As conditions to the success of such a venture, there must be agreements relative to eastbound business: (1) Steamship agents shall not be permitted to sell hotel accommodations, baggage transfer or guide service to any intending passenger, but they may direct him or give him the name of a hotel; (2) railway carriers shall install a system by which the intending passenger holding a steamship ticket shall have his baggage checked directly to the dock, and shall sell a coupon with the rail ticket entitling the passenger to such transfer to a hotel or dock. If the hotel is known, the name shall be placed on the back of the coupon ticket. If the alien is delivered to a hotel he shall be receipted for and a note made of his ticket number and sailing, and the steamship agent selling him the ticket notified; (3) emigrant agents in charge of distribution at each terminal shall be employed by and subject to the supervision of the transit company, which shall adopt uniform regulations. All runners shall be prohibited in every station and sufficient protection given outside the stations. Passengers arriving on the morning of sailing shall, whenever possible, be delivered directly to the dock; (4) the method of stamping steamship tickets shall be so changed as to enable the passenger at all times to retain his steamship ticket; (5) instructions regarding this service shall be printed in various languages and distributed by rail and steamship lines to passengers.

For westbound second cabin business, the proposed transfer company shall utilize the same system for through second cabin

passengers, delivering them to the hotels or rail terminals and checking their baggage through. Emigration agents, under the control of the transit company, shall perform the same services as at the rail terminals. If it is feasible to sell orders on the other side and on board the steamer, it is feasible to check their baggage through, and to provide guide service instead of leaving the passenger to the mercy of the runners, porters, expressmen and cabmen.

For steerage passengers bound for New York City, the experiment made by the North American Civic League for Immigrants during the past year is called to the attention of the companies. For a small charge, this organization tickets on Ellis Island any person desiring to be delivered. If a friend meets him, or for any reason the service is not rendered, the fee is returned, or a visit is made to the address to ascertain if all is well with the alien. This is a service which can be much better rendered by a transfer company, and the service should be offered abroad or on board ship and not in the rush of release from Ellis Island. The North American Civic League for Immigrants has demonstrated that there is a need for such a service.[1]

As a result of the conferences held, a joint committee consisting of five steamship representatives and five railway representatives is at work upon this proposed scheme.

COASTWISE TRAFFIC

The Bureau has not confined its attention to transit matters in New York City, but has inspected fourteen boats on the various coastwise lines. The immigrant quarters on a number of these boats are excellent, but on others it has been necessary to communicate with the lines regarding sanitation, care of the quarters, provisions for food, for children and women, etc. The Bureau is much handicapped in this matter. The Federal Steamboat Inspection Service has general supervision over these lines, and while it deals with safety from dangers of the sea, no provisions whatever are made regarding the dangers which lie inside the vessel. Here

[1] See report of North American Civic League for Immigrants for 1911, giving an account of the methods used and results obtained in the delivery of 24,286 aliens in New York City.

again is seen that curious gap between Federal and State authorities, where it is assumed that the former covers the whole field, the State remaining inactive.

PASSAGE WORKERS

The Bureau has made but little progress in protecting passage workers. This is in reality a transportation matter, though it is usually classed as a labor matter.[1]

Cattle Attendants.— The regulations of the Federal Bureau of Animal Industry require that for the shipment of cattle there shall be one attendant to every thirty-five head of cattle, or to twenty-five head if water pipes extend on both sides of the vessel, or one to fifty head if all men are experienced, but in every case, not less than one-half shall be experienced men. Experienced cattle attendants are engaged directly by the exporter at his offices, receive a small wage of from $25 to $30 per month, are regularly employed and are entitled to return passage. They number less than one-third of the attendants required and are not usually aliens, hence they have not been taken into consideration.

The inexperienced men are chiefly aliens desiring to return home cheap, or are without sufficient funds. Their duties are to "get the food out of the hold, water and feed the cattle, and clean up." They receive their orders from the cattle foreman. Although shipped from other ports, the great majority of these attendants are engaged through employment agencies in New York City. The methods resorted to by these agents vary according to the terms of the agreement made between the transportation company and the exporter. Generally the transportation company, as a part of its agreement with the exporter, agrees to carry free of charge the number of cattle attendants required by law; to provide them with free board and lodging similar to that which the crew receives; and to return to this country free of charge one-half of the number of attendants, a list of whom is made up before the vessel leaves and is forwarded to the transportation company's office at the port of destination. The exporter engages the attendants from

[1] See page 37 under Distribution.

the employment agent and his foremen control them and determine their hours of work, although they are often shipped as members of the crew. In fact, however, they are the employees of the shipper.

Were the attendant, the transportation line and the exporter the only parties concerned, no serious questions might be presented. But with one exception, not one of the hundreds of attendants is engaged directly by the exporter. He declines to engage them except through employment agencies, of which there are about twelve in New York City, two in Boston, and several in Illinois and Pennsylvania.. The exporter's only stipulation to the agent is that he shall send him men able to do the work. No fee is paid by the exporter to the agent except in rare instances when men are very hard to get.

Cattle attendants are obtained largely by means of such advertisements as the following which appear in newspapers published in foreign languages:

> "Twenty-five men wanted to-day to go to Europe by fast boats. No coal or boat work, just help a few hours a day to feed cattle. Very small amount of money required. Come ready to go."

The alien answers such advertisements and is told if he is going, for illustration, to Hamburg *via* Boston the cost of his passage will be from $12–$14. If *via* New York from $6–$8. He is always given to understand that he *pays* for his passage. The charge often depends on how much money the applicant has. If he is ignorant and can pay, he is sometimes sent from agent to agent, each being given an opportunity by the other to make exactions of a dollar or more. He is told that this charge of $12–$14 covers everything, and that he will be sent on a specified date. Out of this amount the employment agent pays the fare to Boston, which costs $2.50, and also gives him an order on an English railway for a ticket from the port of arrival to his destination. There then remains a commission of from $2–$5, out of which the Boston agent and the tributary agents receive their shares. The sale of the railway ticket from New York to Boston, or from the port of arrival to the alien's destination operates as a cover for the con-

cealment of the actual transaction, for frequently, unless an attendant consents to go by rail to Boston, or from the foreign port to an internal point by rail, the agent will not ship him.

There are other hardships due to this interposition of employment agents. Sometimes the applicant has to wait several days in New York after he has paid his fee before he is shipped, boarding at his own expense. When he reaches Boston he may again be delayed for several days, as the agent there may have men who have arrived from other places ahead of him, concerning whom the New York agent knows nothing. While awaiting the time for sailing the attendant is required to pay twenty-five cents a night in a lodging house run by the employment agent, and is frequently told that the payment of a dollar will insure him an early passage. In these and other similar ways he is delayed and exploited.

Coal Passers.— The methods of procuring coal passers are not dissimilar to those just considered. They work twelve hours out of twenty-four for their passage. They are largely aliens, being Poles, Hungarians and Jews. They pay the agent for this privilege $5–$10, although the company gives them the transportation for their work. The steamship lines, requiring most of the coal passers leaving New York, employ a representative whose headquarters are in New Jersey, to whom they pay a specified sum per man.

Summary.— There are a number of questions presented in this situation which make it impossible for the State to deal with it. It is always an interstate and usually an international matter, making the procuring of evidence very uncertain. The Federal Department of Agriculture, the shipper and the transportation line are all parties to the transaction. This is clearly a matter for business to regulate. Were the shippers willing to maintain their own agency they could obtain all the men they wish without any cost to the men and very little to themselves. This is equally true of the coal passers and the transportation lines. The shippers and the transportation lines are alone responsible for the maintenance of this wholly superfluous middleman and the abuses, fraud and hardships he perpetrates. The Bureau has taken this matter up with the International Mercantile Marine and asked it to confer with the shippers in order to bring about a solution, before asking for legislative or congressional action.

It is apparent, however, that in order to deal with this problem, as well as other interstate problems of unemployment, there should be Federal regulation of all employment agencies and exchanges furnishing labor to all concerns engaged in interstate commerce and some modification of the rules of the Bureau of Animal Industry concerning experienced men.

LABOR AND LIVING CONDITIONS[1]

Section 153, *Subd.* 1. *"The Commissioner of Labor may investigate and determine the genuineness of any application for labor that may be received and the treatment accorded to those for whom employment shall be secured."* *Subd.* 4. *"May inspect all labor camps within the State."*

LABOR CAMPS AND COLONIES

Like most of the other states in the Union, New York has paid little attention to conditions in labor camps, other than to regulate the hours on public works, the time of the payment of wages, and the establishment of company stores. The enforcement of these laws does not come under this Bureau, and violations when found are reported to the Department.

Having no remedial powers, the Bureau has made a study of conditions in camps with a view to making recommendations.

Camps may be divided into three groups, those on public works, in private industries and along transportation lines. The first group comprises highways, barge canal, aqueduct, public buildings and municipal improvements; the second, mines, quarries, brickyards, fertilizers and canneries; and the third, railways. It has not been possible to obtain a list of lumber camps or to make any investigations of conditions. The total registry of 612 camps includes but a portion of those in the State, and they vary in number from year to year, especially on highways, public buildings, municipal improvements, railways, etc.

Public Works.— The Bureau obtained lists of 164 contracts where aliens were employed as follows: Sixty-nine public highways, forty-nine barge canal, twenty-eight aqueduct, eighteen public buildings and one municipal improvement. Of these, investigations were made of twenty highways camps, forty barge canal

[1] See Chart V on Labor and Living Conditions.

camps, forty-two aqueduct camps (there being in several instances a number of camps on each contract), three public buildings and one municipal improvement—a total of 106 out of 164. The investigation covered the general description of the camp, industrial and living conditions, sanitation and health, educational facilities and recreation and religious activities.[1]

The camps in this group are all temporary. On the aqueduct they are the most permanent, the contracts varying from one to ten years; on the barge canal and public buildings the range of duration is smaller, while the highway and municipal improvement camps are of the shortest duration, lasting sometimes only a few weeks.

The aqueduct camps are in a separate class from the others as regards housing and sanitation. The necessity for protecting the city water supply has led the New York City Board of Water Supply to insert in the contracts requirements for housing, sanitation, hospitals and medical attendance, which has made these camps the best in the State. The extension of the city police system has also established order. In the earlier contracts where no such provisions were inserted, conditions are not unlike those found in camps on other public works.

Camps on public works are devoid of any Americanizing influences. With two exceptions there are no amusements or recreations other than the saloon, no educational facilities and no religious influences. Most of them have no regulations and are remote from town authorities and are therefore a law unto themselves. Where aliens live in nearby towns they are usually in boarding houses run by their countrymen. In the minority of camps (outside the aqueduct) are laborers with families employed, as unattached men are generally preferred. With the exception of the aqueduct, these men are crowded into the barest shanties, hovels or barns, with no sanitary provisions, and none of the decencies of life, to say nothing of the comforts. These quarters provide bunk space only, and here laborers must keep their clothes, supplies of food, and all other possessions. They usually cook for themselves, do their own laundry and in every respect the life is the simplest camp life. The greed or cupidity of the bosses crowds them into quarters which soon

[1] Appendix VIII for schedule used by investigators.

become so vermin and germ ridden that they prefer to sleep out of doors.

It has been said that the laborers are used to these conditions and that camp life is on the whole wholesome. The answer to this is that this State is responsible for maintaining an American, not a foreign, standard of living, and, once admitted to this country, equal protection and opportunities are guaranteed to all. No where are aliens more discriminated against than on the public works of this State. There is not a greater menace to the morality and health of our cities to-day than these camps. The residents of this State are laboring under the delusion that because such camps are isolated their bad effects are limited. The camps are generally occupied for a few months each year, but on the aqueduct and barge canal some of them are full all winter, and there is a constantly changing group of employees. The tenements of cities are crowded with these migratory camp workers, who cannot but influence the health and morality of families to which they come and from which they go.

The responsibility for present conditions lies, first, in the temporary nature of the work; second, in the system by which labor is obtained; third, in the discriminations against alien laborers; and fourth, in the ignorance or indifference of the American residents of this State.

The majority of the contractors believe that the only way they can obtain or keep laborers is through a padrone. Statistics show that fully one-third of the men obtained in this way shift from one place to another — not a very satisfactory result in justification for such a vicious method. In return for furnishing laborers, from each of whom the padrone collects a fee of from $1 to $5, he is given the privilege of housing the men and furnishing them with provisions. Since his greatest profit is made on these two items, it is no wonder that laborers were found housed in tiers in horse stalls in stables, in condemned houses, in hovels, and in old wooden shacks. In one such building. where the only way to reach their sleeping quarters was by means of a rickety stairs, a notice was posted by the contractor to the effect that the men used the stairs at their own risk! Where the men were worked in shifts, the rude bunks frequently served daily for

two or three sets of men. For such accommodations each man paid $1 a month. The prices charged for his food were higher than in the city, and the quality of that inspected by this Bureau was rarely good and it was frequently kept in basements, barns and in out-buildings. If a laborer bought his supplies elsewhere he usually lost his job. Some of the laborers testified that they bought the padrone's food, threw away what they could not eat, and then bought the remainder in the village nearby.

These conditions do not prevail for Americans. The contractor usually puts up their houses for them and often has them taken care of. Even the barns used for the teams are erected by the contractor, and in many highway camps these were better than the quarters furnished to the alien workmen. The Americans buy where they please and often have a dining club. The contractor apparently takes no interest of any kind in the alien, but he assumes this for the American. The alien cannot protest or even bring his grievances to the foreman or contractor, as can the American, but is turned back to the padrone. The testimony of dozens of men taken in these camps shows them to be dissatisfied and discontented; they feel they are being exploited; and the prevailing conditions are creating restless workers, who change from one employer to another, and who have a spirit of retaliation and ruthless regard for the rights of others.

The system of paying wages, in use by the majority of contractors, is a direct temptation to the padrone to graft. The usual method is for the timekeeper to turn in to the bookkeeper the time worked and the rate paid. The padrone turns in his charges and without any checking up whatever, these are deducted from the pay envelopes. A few of the contractors require tickets to be turned in, and at least one requires that each slip turned in shall be signed by the employee. Wherever this method prevails, the Bureau has had no complaints. The usual method, however, is to enter in a book the amounts of the purchases, which book the employee keeps. But the contractor never asks for these books. A number of such books turned in to the Bureau and checked up with the company's charges showed discrepancies of from $1 to $3 bi-weekly.

The alien employee always goes by number, never by name, and his identity is established by a brass check. This is a source of grafting by boarding-house keepers and bankers, who get possession of the checks, especially of discharged men with small balances due. Another matter which causes great hardship is the practice of sending discharged employees to the city office to collect their wages, instead of paying them at the works. As an illustration of a frequent hardship, one group of fourteen Austrians arrived in the city on a Tuesday and were told they would not be paid until Saturday. They were penniless, and as some had offers of immediate jobs outside the city, they were placed in a philanthropic home for the night and the company was induced to settle the next day. Such business methods are often due to mere thoughtlessness on the part of the company, but they entail great hardship and show the need of the protection of alien workmen.

In many camps it is the custom to deduct fees for hospital or medical service. Where the service is adequate, the charge of twenty-five cents to sixty cents per month may not be exorbitant, but it has become the subject of much abuse. These sums are often deducted on the merest pretext of medical service. In one camp where some 100 men were employed, a regular charge of fifteen cents a week was made and the service consisted of calling a local physician when necessary. The income was thus about $60 per month and the calls of the physician averaged about three monthly.

These charges are the cause of much dissatisfaction, since the padrone who offers the job does not notify the men that they have to pay hospital fees, or that they require certain supplies before they can work. In order to sleep they must have blankets; in order to work, boots and shoes of a certain kind; and they have no knowledge of the prices or often of the necessities themselves when they leave the city for the job and are ill prepared to make some of the necessary purchases. It is not unusual where a number go together for one or two to work for a few days in order to lend the others money to buy the necessary articles needed before they can work.

The public work camp is the contractor's responsibility. Such matters as standardizing the housing of alien employees, insur-

ing a good quality of food at a fair rate (since the purchase is a compulsory matter, the alternative being a loss of work), verifying the charges made, and supervising the padrone in his relation to the employees, are of first importance to the contractor, whose success depends on steady workmen. There is no matter to which the General Contractors' Association can address itself with more profit. Some minimum requirements should be made a part of all contracts let by the State, and there is needed much closer inspection, with power to remedy abuses, by the Department of Labor.

Private Industries.— The Bureau obtained lists of these industries as follows: Mines, 51; quarries, 57; brickyards, 74; fertilizers, 3, and canneries, 126; a total of 311. Of these, 99 were investigated as follows: Mines, 7; quarries, 30; brickyards, 29; fertilizers, 3, and canneries, 30; a total of 99.

In some of these industries such as mines, quarries and canneries the work is seasonal, the idle periods varying from one to four months, but the living quarters are permanent. They are camps, however, in that they are remote from duly constituted authorities, are ordinarily owned by the company operating the works, have limited educational facilities and are in no sense of the word a duly constituted town with elective officers. They are located within some township, but are largely composed of aliens who take no part in its affairs and are ignored by the American part of the community. The people who comprise them have, therefore, neither civic nor political existence. Since these camps are somewhat inaccessible and outside both the interest and vision of local authorities, it seems fitting that the State should take an interest in them. They are groups of people with no community life, no social consciousness and with little or no educational opportunity or interest in the great commonwealth of which they are a part. The owner and his representatives set the standard for housing, sanitation, law and order, and outside authorities, like health and police officers, are called in only in emergencies.

The padrone is not ordinarily found in these camps. In a few of the mines he still houses the men and furnishes supplies and liquor, but is being gradually eliminated from industries which he formerly controlled. The workmen usually live in company

houses with their families, and the "boarder system" prevails, families having from two to twenty-one boarders.

On the other hand, the living quarters of aliens at brickyards and fertilizers constitute colonies, which are frequently the neglected parts of towns and cities. In the former the aliens cluster by themselves and the town eyes them askance, and whatever it has of good housing, recreation, playgrounds, night schools, and kindergartens is not very generously, if at all, extended to these "outsiders." Two of the three fertilizers investigated are located on islands. While one of them is under the New York City government and constitutes a part of the city, the provisions regarding sanitation, fire protection, police, buildings, etc., are not enforced in anything like the degree in which they are in the city itself. In this fertilizing plant the community numbers about 1,400 foreigners, and there are no paved streets, no roads, no garbage system, no sanitation, no nurse or hospital, though the infant mortality is high and the accidents average two per week. The houses are overcrowded and the water supply bad. There is inadequate fire and police protection, the only recreation consisting of four saloons and their dance halls. There is, however, an excellent public school which serves as a social center which can be made the nucleus of extensive town improvement work.

The canneries present a distinct problem. Some of them are located in the cities and towns, but usually outside, and the canners have in most of those investigated, erected special buildings which they rent during the season, which is from four to six months. The same disregard for comfort and decency is found in the overcrowding, taking of boarders, and restricted quarters for living. Two rooms are ordinarily allowed to a family, and into these may be crowded as many people as are desired. This overcrowding is due to insufficient quarters, to some quarters being undesirable or unsanitary, and to the desire of the workers to economize. These conditions very seriously affect the children, of which there are many.

Although prohibited from working in the factories, little children from four years upward work in the sheds. Children of school age leave the cities with their parents before the close of the school year and return two or three months late, which makes

it impossible for them to get the proper schooling, which is disastrous to the city school system.[1]

Transportation.— The Bureau obtained lists of 137 railway camps and investigated 67 of them. These camps are of two kinds, construction and maintenance. The former consist of gangs varying from five to fifty men, mostly aliens, under American bosses. They are employed temporarily on road improvements and are housed by the padrone or contractor in box cars — usually too old and dilapidated for any other use. Sometimes the railways furnish these cars free to the contractor or padrone, and sometimes the latter rents them. In a few instances the men do not pay rent, but ordinarily the charge is $1 per month. The cars are often without windows, are fitted with wooden bunks and have no lockers, or provisions for keeping food, clothing and other possessions, and bathing or sanitary conveniences are never provided. In one instance, where some new box cars had been rented from the company, two shifts of men were put through the bunks daily. In another camp, in addition to the cars which were filled day and night, men bunked under them on the rails of a siding. In two of these camps single women were found cooking for squads of men who had no dressing rooms, no bathing place, no sanitary conveniences and no privacy whatever. The food is supplied by the padrone who runs a store in a box car, or sends out the supplies every week or two, and all the evils of overcharging, bad food, etc., described as found in public works camps, prevail here. The construction camps on all of the roads investigated are in the hands of such padroni.

Not all of the railroads have maintenance camps, but two of the largest in the State have extensive systems. These camps ordinarily consist of from two to five box cars dumped beside the tracks off their trucks. In some few instances where there is an unused siding the cars have been left on the tracks. These camps have from two to ten section men who keep the road in condition. They live there the year around, do their cooking and laundry out of doors, and not one of the camps visited had any sanitary or bathing provisions for the men. A number of these old cars were so filthy and vermin ridden that the men slept out of doors and

[1] For recommendations concerning education in camps, see page 111.

were leaving the employ of the road by the scores because they could not endure the conditions. As every new man meant a new fee to the padrone, only the railroad was inconvenienced, and the engineers berated the unsteadiness of labor. In one camp an old caboose had been generously added to the collection of old cars unfit even for cattle, and this was kept scrupulously clean by the men and used for a dining, smoking and recreating room.

Any one who wishes to see a camp which beggars description has but to visit Port Jervis. At the time of the inspection 46 men were housed in 20 tin shacks. These shacks consisted of old boards and pieces of tin picked up along the railroad and were built by the men themselves, *who pay the padrone* $1 *a month for hovels built out of company material on company ground.* These shacks are floorless and in severe weather afford but poor protection.

Of all the wretched living conditions in this great State to-day these in the railroad camps surpass anything investigated by this Bureau. Nowhere else has been found such an absolute disregard for comfort, health, morality and justice. The graft permitted by these two great railroads through the padroni is almost unbelievable, did not the testimony of these men, taken in camp after camp, amply prove it. Boiled down to its tersest expression this is the practice of one of the roads which obtains its men through a widely known padrone in New York city:

(1) Every charge made by the padrone,— who is not an employee nor a director of this line,— is deducted by the railroad employees before the wages are paid, upon the sole statement of the padrone. Absolutely no proof whatever is required from the employees that they have received any equivalent for the sums deducted.

(2) It is the custom in some of the camps for this company to deduct from $1 to $3 every two weeks for supplies. It makes no difference, these employees testify, *whether they buy supplies or not,* that amount is regularly taken out, and if they object they are dismissed on the order of the padrone. The men, therefore, ordinarily buy up to the amount demanded and then purchase elsewhere. *No man may work for this road unless he pays the price set, and one result is an unsettled labor market,* since the

men are not subjected to these conditions on all roads and in all industries.

(3) If the food is "rotten" or the men do not receive all they order, no refund or adjustment is ever made and the prices in this padrone's camps are higher than at any similar place in the State. The quality of the food furnished, and the conditions under which it is kept in box cars, merit the attention of the health authorities.

(4) This company also deducts $1 per week, before paying the wages, for shack rent. The shacks are of two kinds, old box cars unfit for any other use and small sheds made out of pieces of tin and wood which the employees pick up along the line. Although some of these camps have been in existence from three to eight years, they have never been cleaned and are so filthy or vermin ridden that the men have built huts outside or sleep out of doors. If they refuse to pay the $1 it is deducted *just the same regardless of where they sleep,* or they are discharged on the order of the padrone to the road. The result is that men who *want to live decently pay two rents or are dismissed.*

(5) The men get for this $1 rent, space for a bunk in one of these filthy cars, no place to cook except out of doors, and in winter they have to keep their food in their bunks and put a stove in the middle of the car. There are no sanitary provisions whatever for men who have been faithful in the road's service for many years. Although the camps adjoin public highways, the beasts of the jungle have better sanitary and bathing facilities than are afforded in the quarters where the men must live to hold their jobs.

(6) The employment fee charged by this padrone is from $1 to $3. No man can go to work for this road unless he gets a brass check from the padrone, and for this the road deducts the amount the padrone asks. This is the interesting point: In at least one of these camps, a foreman testified that he went to New York and hired twenty men who in no way came from this padrone's agency, *but the fee for each was deducted, although the men never saw the padrone or his representative.* Men who apply to the foreman on the section and are hired by him pay their toll just the same. Whenever men are changed from one gang to another a new fee is asked. A new check means a new fee, and the padrone

is the sole judge of when they shall go or stay. Good men who are needed are dismissed by the foreman upon the order of the padrone, without any reason being given therefor, and the toll in fees is sometimes as high as $9 a year for positions.

The remedy for this intolerable situation in maintenance camps lies with the railroad. The padrone system must be abolished and the railroad should be held directly responsible for the housing of the men, and should leave them free to buy their supplies where they see fit. In construction camps, the contractor, not the railroad, is directly responsible, but the abuses are practiced upon the property of the railroad and both contractor and road should be held responsible for the prevailing system.

Colonies.— Under colonies are included the sections of towns and cities or small isolated communities where the aliens live by themselves and maintain, to a considerable degree, the language, customs and living conditions of their race. Owing to the fact that the Federal census of 1910 giving the population by nationalities is not ready, no list of such colonies has been compiled, but thirty have been investigated. This is a small proportion of those in the State. No investigation has been made of colonies in large cities, the small force being concentrated on the smaller communities, which have been so long neglected.[1]

The colonies investigated are in small industrial towns, chiefly about Buffalo and Rochester. The large cities in the State have their philanthropic, charitable, civic, religious and social societies which are working in the immigrant sections trying to solve the problems of assimilation and to further good citizenship. With one or two exceptions, the small American town resident is not alive to any such responsibility and appears bewildered when any interest is shown in the "foreign section." Although living there for a generation, only a small percentage of the foreigners have become naturalized, and there is little contact with the American residents. The one reassuring thing found is that the public schools treat the American and foreign child alike, their provisions are usually adequate and the coming generation will bridge the now widely existing gap. The needs of these colonies are chiefly better housing, wider use of the schools as social centers

[1] Appendix IX for schedule for small communities.

and for work with adults, better facilities for naturalization, interpreters in courts, and postal savings banks.

In almost every community visited, people were found who were interested and willing to undertake the betterment of conditions in these sections of their towns, but did not know the best way to begin. The prejudice existing in many such sections against foreigners is due in no small measure to lack of understanding and inability to get each other's point of view.

The Bureau commends this matter of the small town immigration problem to any organizations interested in civic and patriotic work. Attention is especially called to the needs of women and children in camps and colonies. The hours of work of women, the large number of boarders cared for, the neglect of the children, the absence of any intelligent understanding of the safeguarding of health in the absence of all municipal regulations, are matters calling for a campaign of activity and education. Tuberculosis and health committees will find much to interest them in these camps. The experiments already made by the North American Civic League for Immigrants, of furnishing visiting nurses and domestic educators, opens a new field of endeavor.[1]

Summary and Recommendations.—The Bureau has attempted to portray conditions and problems confronting it in the matter of camps and colonies scattered throughout this great State. It conceives its duty in this matter to be four-fold:

(1) Wherever the local authorities are neglectful or ignorant, more authority is necessary on the part of the State, to call their attention to the conditions and ask that laws be enforced and rights and privileges of aliens safeguarded equally with those of Americans. If the local authorities are without power, the Bureau should assist them to obtain it, if it comes within their jurisdiction.

(2) Where the conditions can be best met by State action, to bring the matter to the attention of the Legislature.

(3) Where the responsibility is clearly upon the employer, to ask him to remedy the conditions.

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[1] Report of the North American Civic League for Immigrants, 1912.

(4) Where the employees are at fault, to educate them and have them understand that there are better ways of living.[1]

Although giving most of its time to the study of conditions, the Bureau has taken some remedial action. It secured the passage of an immigrant lodging place bill applicable to all camps and communities other than "temporary sleeping quarters" in labor camps.[2] This law gives the State the necessary authority, provides for educating the employee, and makes it possible to call the attention of the employer to conditions in an authoritative way.

This new law is but one month old, so scarcely a beginning has been made. Through investigators, local authorities, civic and philanthropic societies and others, a list of about 700 such immigrant lodging places was obtained. Letters, enclosing copies of the law, asking for co-operation, were sent to agencies throughout the State. Amongst these were about 150 foreign newspapers, about 500 supervisors, granges, philanthropic and charitable organizations, 20 transatlantic steamship companies and 16 foreign consul-generals.

During September, 628 application forms were mailed to persons who were reported to be conducting immigrant lodging places. Of this number, 140 returned their applications properly filled out and verified, while 46 claimed that they did not come within the meaning of the law. By the end of the month satisfactory references had been furnished by 24 of the applicants and their applications approved.

From the first, two difficulties were apparent — inability on the part of the lodging place keeper to speak the English language and the difficulty in obtaining bonds outside of the large cities. Many of the letters sent out have therefore remained unanswered, while in some instances the addressee replied in his own language that

[1] In connection with this study of camps and colonies, and the State's policy regarding them, this Bureau acknowledges its great indebtedness to one of its staff who lost her life in the cause of these helpless isolated people — Miss Carola Woerishoffer. To her splendid courage, energy and endurance, and to her untiring spirit of service, the gathering of the facts herein set forth is largely due. To her sympathy, generosity and unselfish devotion, the State must accredit the initiation of its humane policy. The cost of gathering this information in remote, oftentimes almost inaccessible parts of the State, could not possibly have been met by the Bureau, and without these data, a constructive state wide policy could not be recommended.

[2] See page 54 and Appendix V for provisions of law and Appendix VI for Regulations.

he could not read English and was therefore unable to fill out the application. It then became necessary to send a Bureau investigator, speaking the language of the applicant, to that particular community to assist in properly filling out the required forms. With only two investigators available for this work, licensing has been a very slow matter, particularly so as the policy of the Bureau is to inspect every place wherever possible, before licensing it, to explain the law and its purpose and have it mean to the keepers something beside regulation — to make it clear to them that the State is interested in bettering living conditions among aliens rather than in imposing a hardship on the people. At the same time the Bureau is also calling the attention of employers who conduct and own company houses to the fact that the State requires something better than hovels and shanties for men who work for them the year around. The results in the brief time are most encouraging. In several boarding houses where the rooms used for lodgers were overcrowded, the owner or lessee of the premises has agreed to remove some of the beds or to provide better quarters. This has resulted in more breathing space and has improved the general sanitary, as well as moral, conditions of the home. In the case of two quarries and steel companies, removed from all signs of civilization, where the congested quarters of the employees were surrounded by filth, the matter was taken up with the companies and an understanding was reached by which the companies agreed to build new houses or renovate and enlarge the old ones.

With the necessary force of investigators to carry on both the investigations and educational work, this law will doubtless become a vital force in improving the living conditions of aliens in camps.

The temporary camps are still left without proper supervision and it is recommended that an amendment be passed requiring contractors on public works to file with the Department descriptions of the quarters to be used for housing employees and that in all public contracts some minimum standard of housing and sanitation shall be required. This is now required in minutest detail of all materials used in dams, bridges and roads, why not in the care of men, a precedent already established by the New York City Board of Water Supply.

INDUSTRIAL CALAMITIES

The attention of the Bureau has been directed to this matter in two instances, that of the Arbuckle Sugar Refinery fire in Brooklyn, and the Triangle Shirt Waist fire in New York City. In both of these instances the majority of the employees were foreign born.

Arbuckle Fire.— In this fire there were employed about 700 men, of whom 90 per cent. were Poles, Lithuanians, Hungarians and a few Italians, and the Bureau, in co-operation with the North American Civic League for Immigrants, visited a number of these families, immediately following the fire. There was no loss of life, but a considerable loss of personal property, such as clothing, watches and other personal possessions, the resulting unemployment being the most serious matter. In this instance a number were temporarily employed cleaning up the derbis, and, as soon as the repairs were made, employment was promised to a majority of the workmen. The workmen, however, could not afford to wait and a number went to friends or relatives in other towns, and many returned to the old country. The laborers with families, unable to migrate, were in a number of instances directed to other employment.

A group of men, unable to speak English, and unfamiliar with labor conditions, suddenly thrown out of employment under such conditions, becomes the prey of exploiters in a number of ways. Shyster lawyers, for payments of small advance fees, induce the men to believe they have a grievance against the company and to make exorbitant demands for personal property lost. This militates against a fair adjustment of losses and re-employment. Store-keepers and other influential persons promise to get their jobs back in the factory, or some other work — a small favor which has cost as high as $30 per man.

Triangle Shirt Waist Fire.— Quite a different situation was presented here where the loss was of life rather than of property and of employment.

Knowing that the matter of immediate relief was properly in the hands of charitable societies, the Bureau immediately set about the problem of preventing exploitation by undertakers, claim agents, shyster lawyers, loan sharks, bankers and others who prey

upon the families of such victims. Just as in the case of floods, where the bodies of the victims are pilfered and rings cut from their fingers, so in our civilized cities there exist a number of villains ready to take all the surviving members of the family have and to mortgage all their future claims. It therefore is not only a question of relief and payment of bills. This is a small part of the protection, the cost of which could be greatly lessened by reaching the immigrant first.

The entire forces of the Bureau and of the North American Civic League for Immigrants were combined, and on the day following the fire the Bureau had an agent, speaking the necessary languages, stationed at the morgue to advise friends and protect the aliens, and in co-operation with the police, none of whom spoke the necessary languages, a number of instances of exploitation were prevented. While the relief committees were still organizing and working out methods of work and assigning their forces, 195 visits had been made. Even then huge undertakers' bills had been contracted, agreements signed with lawyers and their runners, irresponsible guardians and friends were making claims, and pawn tickets had already accumulated. The Bureau representatives reported cases for relief immediately, and advised aliens needing advice to call at the Bureau and not to sign papers they did not understand. These visits resulted in many calls at the Bureau for information and advice, such as, how to reach the Red Cross Society to make requests for assistance, how to present claims for personal property, obtain employment, homes for children, and for advice regarding bankbooks and guardians.

Recommendations.— The Bureau's experience with these two accidents shows the great necessity for Government rather than philanthropy to undertake the protection and distribution of the unemployed and their families at such times. Philanthropic societies represent no authority, but only relief, and it is therefore easier for the interested adviser to retain his hold and even share in the profits of relief given by such societies. The international complications which arise among aliens, in notifying families, in establishing the identity of persons claiming relationship, in the adjustment of property matters — in which the consulates of foreign countries take an immediate and authoritative interest —

can best be settled by co-operation with the home government than with miscellaneous organizations — of which there are usually many in the field not consulting each other or co-ordinating their work.

The protection of masses of workmen, suddenly thrown out of employment under such conditions, and of survivors of calamities, is a matter to which the State should address its activities, and provision should be made for some quickly adjustable State machinery whereby the laborers can be reached before the exploiters find them, which they usually do within a few hours of the accident.

Business shows that this can be done in its own interests, as witness the rapidity with which the newspaper reporter, the undertaker, the claim agent, and the loan shark arrive, and the Government should be no less enterprising in the protection of the interests of its citizens. With a sufficient staff this Bureau will be in a position to perform such services for aliens.

PERSONAL INJURIES

The Bureau found that the subject of injuries to alien workmen had not been dealt with by the Federal Immigration Commission, and that the Commission to Investigate Employers' Liability and Unemployment in New York State, had not kept separate data for aliens. Believing that injuries to alien workmen present more difficult problems than injuries to American workmen, the Bureau made an investigation into the cases of 508 aliens injured in the course of their employment. Requests were sent to 37 hospitals asking them to co-operate by sending to the Bureau the names of injured aliens brought to them, and 23 responded. The persons injured were then visited by a representative and a record made of the conditions found.[1]

In this investigation, and from complaints that have come in, the Bureau has been confronted by many heart-rending cases, where the wage-earner of the family had been killed or incapacitated, and the family had fallen into the hands of ambulance chasers.

[1] Appendix X for schedule on accident cases.

The alien is so peculiarly the victim of the shyster lawyer and the claim agent, that the investigation has been confined to the middleman who represents the employers and employees. Frequently going by check number, as the alien does in so many industries, there is difficulty of identification in cases of death; there is delay and hardship in locating and notifying his family or friends, who may be in a foreign country; there are international complications in settling his affairs here and abroad; and there are numerous controversies arising out of the custody of his small personal effects pending claims.

In this State the consulates have assumed much of the protection needed at such times by their countrymen. They will take up matters of uncollected wages, adjustment of claims, and settlement of estates. The difficulty is that while in many cases the protection is adequate, many cases are never reported but get into the hands of lawyers and collection agents. Neither have the consulates always the necessary power. Their services are not wholly adequate for two reasons. They may settle claims, but in most instances have no facilities for prosecuting cases. They have no system of reaching the alien as soon as the accident occurs. The shyster lawyer, the claim agent, the undertaker, are the first to reach the injured workman or his stricken family, and papers are signed, agreements made, and contracts made which bind the efforts of the consulate or any other disinterested agencies.

Owing to the death of Special Investigator Woerishoffer, who had this subject in charge, the Bureau has not finished its investigation and is not prepared to make recommendations at this time. At the Bureau's request, however, a special committee was appointed by the North American Civic League for Immigrants to look into the methods by which personal injury claims are being handled by existing organizations in this State and, pending the passage of a workingmen's compensation act, to provide facilities, where none exist, for the adjustment of personal injuries claims where they involve wage-earners upon whom others are dependent. All complaints made to the Bureau are now referred to the attorney employed under the direction of this committee.

CHILD LABOR

A number of complaints of alien children alleged to be illegally employed have been received and referred to the Bureau of Factory Inspection, which has jurisdiction in this matter.

The Bureau, on complaints received from the North American Civic League for Immigrants, has investigated the conditions prevailing among boys employed in 124 Greek shoe shining parlors, and by 38 Greek florists and peddlers. It found a well organized padrone system in operation in full force in cities of the first class, and the conditions of living and labor among these boys are pitiable in the extreme.

There are about 250 shoe shining establishments in New York City where Greeks employ some 1,500 boys. Most of these boys are here without their parents — coming to so-called relatives, chiefly "cousins" and "uncles," who are the padroni who pay their passage over.

A contract is entered into by the boy and his parents, binding him to work for the padrone for a specified period after landing in America in return for the passage money advanced by the padrone. But that agreement, drawn up in ignorance on the other side of the Atlantic, frequently binds the boy to toil for a whole year to repay an advance of fifty or sixty dollars. Parents and papers are furnished to help him through Ellis Island, and he arrives well coached as to the answers necessary to get him past the inspectors who are trying to enforce the laws against contract laborers and youths under sixteen unaccompanied by their parents. Once landed at the Battery, ignorance guarantees that the boys will faithfully serve their master and there begins a daily round of servitude. Rising shortly after five, breakfasting on dry bread and black coffee, they open their places of work by half-past six. At noon they one by one disappear behind a partition or down stairs for a moment to hurriedly snatch a lunch of bread and cheese or olives. In the evening at nine-thirty or ten, later on Saturdays and Sundays, they close the doors and finish the day's work by polishing the fixtures and mopping up the floors and marble stands. After that they are free to go to their wretched lodgings and prepare a stew for their sumptuous chief meal. Too tired often to pull off more than coat and shoes, they pack themselves like sardines into their crowded beds for a few hours of stifling

oblivion before the next weary day. Seven days in the week they work, watched by the crafty padrone or his relative, isolated from their countrymen, prevented from learning the English language as far as possible, kept in such complete ignorance that it is not uncommon to find Greek bootblacks who have lived here for upwards of three years and yet know nothing of the city beyond their shop, their quarters, and the streets they must traverse in getting from one to the other.

For this they receive from $80 up to a maximum of $250 per year, the average wages running from $120 to $180, together with such food and lodging as have been described and the additional privilege of buying old clothes from the padrone at three times their value. A Greek bootblack in New York receives from fifty cents a day upward in tips alone. In nine cases out of ten as soon as the tipping patron leaves the place the money goes into the register or a special receptacle provided by the padrone, and thence into his pocket.

The conditions among the flower peddlers are not much better. They go out on the streets about 9 or 10 A. M., having spent the early morning cooking their breakfasts, caring for their lodgings and arranging their flowers. They are out as late as 10 or 11 P. M., and on Saturday nights much later. They receive $10 to $20 per month wages with board and lodging. There is a moral and political danger connected with this work not found in shoe shining parlors. It is impossible for many of the Greek padroni to obtain a peddlers' license, because of the restrictions placed upon the number issued. The boys are therefore instructed to disregard the law, evade the policemen, and are often given money to cover fines, or are told they will be paid. Boys in this country a few months have testified that they have been arrested half a dozen times, have made associates in the police courts, and already regard American laws as a joke.

Either the ordinance requiring licenses should be rigidly enforced, or the policy of restricting the number of licenses changed, as the present system is responsible for a most vicious education of foreign youth. Although this Bureau has investigated only Greeks, there are thousands of boys of Italian and other nationalities who are working and living under the same conditions and

training as the Greek boys in shoe shining parlors and as flower peddlers.

The amendment passed this year, including bootblacks in the Child Labor Law, makes it possible for the Commissioner of Labor to require birth certificates, and in co-operation with the Federal authorities, the heavy migration of alien boys unaccompanied by parents may be stopped. The immigrant lodging place law is being applied to these lodging places, and with the introduction of some measures of education and recreation, progress toward making citizens of these boys may be made.

The Bureau does not believe, however, that any real progress can be made without limiting the number of hours of work for all such boys under 21 years of age, or requiring such parlors to be closed one half-day or day each week. No boy can learn English or utilize recreational provisions, or learn anything about his country or his duties as a citizen, who works seven days a week from 7 A. M. until 7 P. M., and even 9 P. M., and who is the slave of a padrone who boards and clothes him. A conference was called of the Greek shoe shining parlor proprietors, and all present favored such legislation, but also frankly stated there would or could be no voluntary change, as the competition prevented any agreement as to the amount and time of such rest periods. The Bureau, therefore, strongly urges the passage of such a law at the earliest possible moment.

SAVINGS[1]

Under this division the Bureau has made a number of investigations, and has undertaken, in co-operation with other authorities, to enforce a number of miscellaneous laws dealing with private banks, real estate investments, stock companies, raffles, loan agencies and benevolent and fraternal societies.

PRIVATE BANKS

Section 153, *Subd.* 4. *"The Commissioner of Labor shall co-operate with other public authorities to enforce all laws applicable to private banks dealing with aliens and laborers."*

The Bureau inherited from the Immigration Commission the records of its investigations and also a registry of most of the

[1] See Chart VI.

private bankers dealing with immigrants. Having investigators who spoke the languages, a plan of procedure was agreed upon in November, 1910, which included the three departments concerned, the Comptroller, the Banking Department and the Bureau. This was, in effect, that evidence of violations should be gathered by the Bureau and submitted to the department directly concerned, and that the Bureau should prepare the cases for the Attorney-General or for the district attorneys, as the law provided. This arrangement was to include both the Private Banking Law (chapter 348) and the Steamship Ticket Law (chapter 349) for which latter purpose a list of all duly authorized agents submitted to the Comptroller by the various lines was furnished to the Bureau.

In pursuance of this agreement, the Bureau districted and assigned for investigation the immigrant private bankers, numbering 495, of which 465 were in New York, 22 in Buffalo and 8 in Rochester. It was found at the outset that there were five laws which applied to private bankers. These were: (1) The Private Banking Law (chapter 348 of the Laws of 1910), requiring all persons and partnerships accepting money for transmission or deposit to be licensed. This was amended on June 21, 1911, by chapter 393 of the Laws of 1911, which differentiated between the money transmission business only and the business of accepting deposits, in that a lesser amount of securities was required for those doing a transmission business only, and also by further providing for the examination of the books of every licensee or applicant for a license. (2) Section 22 of the General Corporation Law, prohibiting any corporation from doing a banking business unless formed under or subject to the Banking Laws. This was amended on July 24, 1911, by chapter 771 of the Laws of 1911, in that all foreign as well as domestic corporations became subject to this prohibition, and also by further prohibiting all corporations, except express companies having contracts with railroad companies for the operation of an express service upon the lines of said railroad companies, trans-atlantic steamship companies, or telegraph companies, from doing a money transmission business; (3) Chapter 772 of the Laws of 1911, which was passed by the Legislature at the same time, to make provision for the legitimate foreign banks doing business in this State. (4) Section 112 of the

Banking Law, prohibiting any person engaged in the business of banking subsequent to October 1, 1892, and not subject to the supervision of the Banking Department, from advertising as a bank. (5) Section 302 of the Penal Law, prohibiting any person engaged in banking subsequent to May 23, 1885, and not subject to the supervision of the Banking Department, from advertising as a bank.

In the investigation of 495 private banks the following data give some idea of the time and effort spent by the Bureau in the study and enforcement of these laws and the difficulties and evasions encountered.

Of the 465 banks listed for New York City, 444 were investigated up to October 1st. Of these, 14 could not be found, although efforts were made to trace the proprietors to other localities where they were reported to be. One of these was finally located in New Jersey and after many conferences arrangements were made by which he agreed to pay the claims of immigrants, amounting to almost $2,000, in regular monthly instalments. Forty-six have been licensed under chapter 348 of the Laws of 1910, 3 being licensed under chapter 393 of the Laws of 1911 for the money transmission business only (1 application thereunder is still pending), and 11 immigrant private bankers have filed a $100,000 bond under subdivision 5 of this act and 136 incorporated originally as express companies in order to evade the law, but when section 22 of the General Corporation Law was amended by chapter 771 of the Laws of 1911, a reinvestigation of 58 of them disclosed the fact that half of this number had become agents of steamship and express companies, while the remainder had either gone out of this business altogether or remained in the steamship ticket business only. One express company, to evade the law *as amended,* entered into a contract for the operation of an express service, and appointed 38 private bankers as its agents. Eighty-two have become agents for bona fide express companies and for steamship companies and 2 claim exemption; 2 were agencies of foreign banking corporations, and 2 were under the supervision of the State Banking Department. Thirty-five were found to have failed without paying their liabilities, 64 have given up this business and have gone into other occupations, while 38 others

claim to have discontinued banking itself but are still in the steamship ticket and money exchange business.

Of the 22 banks in Buffalo, 3 are licensed and one immigrant private banker has filed a $100,000 bond under subdivision 5 of this act; 9 are agents of steamship and express companies; 2 claim exemption as agents for other banks; 5 are incorporated, and 2 claim to be out of the banking business.

Of 8 banks in Rochester, 6 are agents of steamship companies and 2 are incorporated.

The remaining 62 banks are under investigation, as the information obtained was not satisfactory.

While the number actually licensed under the new banking law appears small, the salutary effect of the legislation and of the activity in enforcing the laws is seen in the fact that many have gone into a less responsible business, or are now acting as agents of corporations who are responsible for them.

The enforcement of these laws has been one series of legal battles to determine the status of each. Few important matters of legislation have received such quick consideration by the courts as this one. The Bureau has prepared thirty-two cases against individuals and partnerships and thirty-nine cases against corporations. Most of these have been brought to trial or the defendants have agreed to comply with the law immediately before trial. The following is a record of enforcement during the time in which these laws have been in effect:

Chapter 348 — *Private Banking Law.*[1]— In the Federal courts, Morris Engel sought, in a bill of equity against Edward R. O'Malley, Attorney-General and others, to restrain them from carrying out the provisions of the law. Mr. Louis Marshall appeared as Special Deputy Attorney-General in defense of the law.

The plaintiff, an immigrant private banker, contended that the statute was unconstitutional under the Fourteenth Amendment, and under the commerce clause of the Constitution of the United States. (Article 1, section 8.) He denied that he was in any

[1] This Bureau notes with satisfaction that a law modeled on chapter 348, was passed in Pennsylvania this year. Pennsylvania, next to New York, has the most failures among private bankers. Many of the bankers have offices in both states, and bankers who could not qualify under the New York law have found it profitable to remove to Pennsylvania, which practice will now be prohibited.

sense a banker, treating the receipt of money for safekeeping or transmission as a case of bailment in which the very coins received must be returned or sent on. The court held that:

> "The quasi-paternal relations shown in argument and by document to exist between those following the plaintiff's calling and newly arrived immigrants justified a supervision more paternal than is needed in ordinary affairs," and that "such laws are within the scope of the discretion which belongs to legislatures, and which it is usual for them to exert."

The court meets the plaintiff's objection that there is an arbitrary discretion vested in the Comptroller to issue a license by showing that:

> "The power of the State to make pursuit of a calling dependent upon obtaining a license is well established, where safety seems to require it, and what we have said before sufficiently indicates that this calling is one to which the requirement may be attached."

As to the claim that the statute makes unconstitutional discriminations by excepting the classes mentioned in section 29-d, especially where the average amount of each sum received is not less than $500, and where a bond of $100,000 or $50,000 is given, Mr. Justice Holmes says:

> "The former of these exceptions has the manifest purpose to confine the law as nearly as may be to the class thought by the legislature to need protection, and the latter merely substitutes a different form of security, as it well may." * * *
>
> "Where the average amount of each sum received is not less than $500, we know that we have not before us the class of ignorant and helpless depositors, largely foreign, whom the law seeks to protect."

The court also held that this statute is not an attempt to regulate commerce with other states, since it relates to the receiving of deposits and not to the transmission to other states of the identical objects received on deposit.

In the State courts, James Lee, a curb broker, brought an action against Edward R. O'Malley, Attorney-General, and others, to enjoin the prospective enforcement of the law. The case was brought in the Special Term of the Supreme Court, and the law was de-

clared to be unconstitutional by Justice Bijur on the following grounds: That the law distinguished between persons of different degrees of wealth in fixing the amount of the bond and exemptions on the basis of average deposits of $500, and that it vested in the Comptroller an arbitrary power to determine who should and who should not become private bankers. Upon appeal to the Appellate Division of the Supreme Court, this decision was reversed and the law upheld. Justice Clark, writing the opinion, all concurring, declined to pass upon the constitutionality of the act, as no cause of action was stated of which the Court of Equity had jurisdiction.

The law having been declared constitutional, its enforcement was rapidly pushed under the following provisions:[1]

> *"Subd. a. Any person or partnership carrying on the business specified in section 25 of this article, without having obtained from the Comptroller a license therefor * * * shall be guilty of a misdemeanor."*

Twelve cases were prepared. Three were duly authorized agents of express companies and two were agents of a steamship company and, under an opinion of the Attorney-General, could not be proceeded against. In one case investigated at the request of the Banking Department, treaty rights, Interstate Commerce Laws and the Private Banking Law were involved. The Attorney-General finally decided that this bank was not violating chapter 348, nor section 22 of the General Corporation Law, but was amenable to section 8 of the State Banking Law. In another case of a partnership, the evidence was obtained and a warrant of arrest for one of the partners issued. Before the arrest could be made, however, the banker absconded and is still a fugitive from justice. Warrants of arrest were obtained in five other cases and involved an oriental rug merchant, a grocer, and an importer of food stuffs. In three of these cases the defendants immediately complied with the law and prosecution was not insisted upon; in one case the defendant pleaded guilty and sentence was suspended, while in the other case the complaining witness, an Armenian, disappeared after the case was put on the calendar and he has not as yet been located.

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[1] Appendix XI, text of Private Banking Law.

Subd. c. "Or who, without such license shall, on any sign, letter-head, advertisement or publication of any kind use the word 'banking' or 'banker' or any equivalent terms, in any language, in connection with any business whatsoever," etc.

Sixteen violations of this subdivision were found. On being notified by letter that they were violating this section of the law, most of these "bankers" removed their signs, destroyed their stationery, or changed their advertisement. There was one brilliant attempt at evasion. Instead of using the word "banker" in each individual advertisement, a foreign newspaper headed a column with the word "bankers" and inserted all these advertisements underneath. The Attorney-General advised that this was a violation of the law. Letters containing an excerpt from this opinion were sent to all such advertisers and the co-operation of the newspaper obtained in removing this sign.

Subd. f. "Or who shall advertise or publish in any manner whatsoever, either orally or in writing, any statement intended to convey or actually conveying the idea or impression that such licensee is in any way under the supervision of this State or of any officer thereof, or that this State or any officer thereof has passed in any way whatsoever upon the responsibility, solvency or qualifications of such licensee to engage in such business, or that this State or any officer thereof has examined any accounts of said licensee or has in any way certified that such licensee is in any way a fit person to carry on such business, shall be guilty of a misdemeanor."

There were three clear violations of this provision, and on being notified thereof, the bankers removed the objectionable statements.

*Section 28. "Any person who * * * in any affidavit made under section 29-d of this article shall swear falsely as to any fact therein stated, is guilty of perjury."*

Under this section, one case was prepared and prosecuted and a Grand Jury indictment for perjury obtained. The defendant had filed an affidavit seeking exemption under section 29-d, subd. 4, alleging that his average deposits were $500. While the investigation was in progress, he disappeared. A petition in bankruptcy was then filed against him and a receiver appointed. The defendant has become a fugitive from justice, and despite efforts to apprehend him, has not as yet been located.

Section 22, General Corporation Law.[1]—When the Private Banking Law went into effect, 136 immigrant bankers immediately became incorporated as express companies for the sole purpose of evading the law, thereby claiming exemption under subd. 3 of section 29-d, which excepted express and telegraph companies. It was first sought to compel these corporations to qualify under the corporation law, which provides as follows:

> *Section 22. Prohibition of Banking Powers. "No corporation except a corporation formed under or subject to the banking laws shall by any implication or construction be deemed to possess the power of carrying on the business of discounting bills, notes, or other evidences of debt, or receiving deposits, or buying and selling bills of exchange, or shall issue bills, notes or other evidences of debt for circulation as money."*

In some instances they accepted deposits and were clearly violating the provisions of the law; in others they claimed to transmit money only and unless this was done by a bill of exchange, their being within the law was doubtful. In no case did they do very much "express" business, and in most cases none at all. Nineteen cases were prepared. In one case a temporary receiver was immediately appointed and later made permanent, but many legal complications arose on account of the filing of a petition in bankruptcy and the appointment of another receiver by the Federal courts. Later developments showed that there were liabilities of almost $1,000,000, involving immigrant creditors all over the United States. In another case a temporary receiver was appointed and it was found that assets consisting of real property had been manipulated so as practically to leave nothing for creditors. In three other cases temporary receivers were not appointed on account of a failure to connect the transactions as corporate acts. Of these, one was dissolved by judicial decree, while the other two immediately before trial dissolved voluntarily. In six cases the motion for the appointment of a temporary receiver was adjourned when the defendants agreed to effect voluntary dissolution within thirty days or have judgment entered by default. Two immediately removed misleading advertisements, while action

[1] Appendix XII, Text of Corporation Banking Law.

against six of them had to be discontinued when it was found impossible to obtain further evidence. These corporations also formed an association for their mutual protection to devise means of evading prosecution and to conceal their deposit business.

Seventeen cases were prepared against corporations accepting money for transmission by "buying and selling" bills of exchange. A test case was brought, where the method used was the transmission of money by means of a "list" covered by a "bill of exchange." Supreme Court Justice Greenbaum decided that since the defendant did not issue any order, check or draft to its customers, or any negotiable or other instrument in the nature of a "bill of exchange," it was not intended to be a banking business. The Attorney-General's motion for a dissolution of the corporation and the appointment of a temporary receiver was therefore denied.

The testimony brought out in the hearings showed that several methods were employed in the transmission of money. Some had current accounts with banks or post offices abroad, others had current accounts with foreign bankers here, while still others simply accepted the money for transmission giving an ordinary receipt, and then brought it to some well-known foreign banker who made the actual transmission. Excepting in the last method, lists containing the names of the transmitters and the amounts to be forwarded to each were sent to the respective foreign bankers.

Under section 22, as amended by chapter 771 of the Laws of 1911, three cases were prepared. In two of them the defendants agreed to voluntarily dissolve within sixty days or judgment was to be entered by default. In the other case, a bona fide express company, doing a foreign express business, in order to evade the real intent of this amendment, entered into a contract for the operation of an express service with a trolley line operating four open cars during the summer months only, over a course one and one-quarter miles long and connecting two small resorts. The express company paid to the trolley line the sum of $500 per year for this privilege, and at the time of the investigation had not sent any express over the line. It appointed thirty-eight agents, one of whom made an affidavit to the effect that he transmitted money averaging $200,000 per year, while the officers of the company itself admitted that their business was well over $1,000,000 per

annum. On investigation, it was learned that the express company was incorporated with a capital stock of $12,000 and that only $6,000 was paid in. All the company's agents were heavily bonded in order to fully protect the company. At a hearing an officer of the trolley line testified that no express business was actually being done. Before suit could be brought the express company signed a stipulation consenting to the entry of judgment against the company, forever enjoining and restraining the said company or any of its agents from accepting or receiving money for transmission. An injunction was signed by Supreme Court Justice Bischoff, and all the agents were immediately notified regarding this decision. A number of them now claim to have gone out of the business altogether, while several have become agents of steamship or express companies and one applied for a license under the Private Banking Law.

Foreign Corporations.— Chapter 772, passed in 1911 went into effect September 1st. This law requires foreign banking corporations doing business in this state to be licensed by the Superintendent of Banks. The Bureau has taken no action in this matter during the one month the law has been in effect and has received no complaints.[1]

Prohibition of Use of the Word Bank.— Section 112 of the Banking Law which prohibits such use by banks not under the supervision of the Banking Department and in business subsequent to 1892 has not been proceeded under, as section 302 of the Penal Law was more effective.[2] Under the latter twenty-four investigations were made, fourteen in New York City, four in Buffalo, one in Rochester and five in Syracuse and Utica. Letters notifying the bankers that the provisions of the law would be enforced were sent, and seven immediately removed their signs and three their advertisements. One ignored the letters and a warrant of arrest was obtained and the defendant held in $300 bail, pending the destruction of all his stationery and the removal of all his signs and advertisements, which order was complied with. The others filed satisfactory proof that they had been in business prior to May 23, 1885, and were therefore not within the provisions of the law.

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[1] Appendix XIII for text of law.

[2] Appendix XVI for text of laws.

In the course of the [illegible] of the private banking situation, complaints are [illegible] matters later resulted in the bringing of [illegible] grand larceny. In one case, a banker [illegible] money for the purpose of forwarding [illegible] appropriated it to his own use. [illegible] made by the complainant for her foreign [illegible] money, and finally the banker admitted that he had not transmitted the money but had kept it for his own use and was [illegible] it. The Bureau obtained a warrant of arrest for grand larceny, but before the warrant officer could serve it the defendant absconded leaving no trace of his whereabouts. The matter was brought to the attention of the district attorney and a Grand Jury indictment was finally obtained. After several months had passed, the defendant was located in Massachusetts and finally extradited to this State. When the case was called for trial it was found that the complaining witness had disappeared, the defendant being later discharged in the custody of his counsel.

In the other case, the banker had declined to pay his liabilities and had apparently disappeared. Of the many depositors it was possible to obtain one case in which the state of affairs warranted the Bureau in applying for a warrant of arrest for grand larceny. A magistrate issued the warrant, and an investigator from this Bureau finally located the defendant and had him arrested. At the hearing it was learned that the defendant was trying to liquidate his banking business prior to embarking in a new enterprise. An adjournment was obtained and an agreement entered into between the defendant and an individual representing the banking creditors, in which the banker assigned some real property as security for the legitimate liquidation of his business and the payment of all creditors. A number of complaints were received at the Bureau, and within a few months the defendant had paid all the complainants in full and, at the instance of the complaining witness, he was finally discharged.

Commissioner of Private Banking.— The Bureau had no appropriation, not even a counsel for this work, which was in the hands of the Comptroller's office, which also had no appropriation therefor. With the passage of the amendments to the Private Banking

Law in 1911, an appropriation of $10,000 was made to the Comptroller, who appointed a Commissioner of Private Banking, a Chief Examiner and several examiners. This staff is now charged with the enforcement of the Private Banking Law. As its successful enforcement depends in some measure on the enforcement of the other four laws, and the Comptroller has no power with reference to these, the Bureau still acts as the co-ordinating bureau, and is bringing to the attention of the proper authorities violations of the Corporation and Penal Laws.

REAL ESTATE INVESTMENTS

There is no matter vitally concerning aliens which has given this Bureau more genuine concern than real estate investments. There is no form of exploitation more detrimental to the agricultural interests or bona fide distribution schemes than the colossal frauds now practiced on aliens in the sale of land. Naturally, the mind of the alien turns to a home or land for a home, and his first savings are likely to go into such an investment. Once deceived or defrauded, it is very hard to interest him in land or a farm or to encourage saving for a home. This also accounts in some measure for his investments in his home country. There, at least, land sharks do not sell him ponds and sand pits and jungles for a home or farm.

The Bureau has inquired into eleven of these schemes and finds the methods employed both resourceful and varied. In the majority of cases, these companies use pamphlets and souvenirs in order to entice their victims to purchase. It is customary with one of these companies to send out a circular letter, in which letter it is stated that the company has for sale certain property situated at the beautiful village of ——; that this property has over a thousand inhabitants, public schools, churches, stores and a great number of houses; that the soil is rich, and that the property is near the City of New York, and is most desirable for those contemplating the purchase of property for a home. These circulars are distributed broadcast and printed in Italian and other languages, and on a certain day in the spring of the year the company will form an excursion party, in order to take prospective purchasers to where

this land is situated. When the buyers arrive at the place mentioned in the circular, they are met by employees of the real estate company, and the spokesman for the company speaks in the native tongue of the prospective buyers. He shows them a desirable piece of property, informing them that the rest of the property is similar to the piece or parcel they have inspected or investigated. If a sale is made, so much money is demanded down, the rest to be paid in monthly payments. Sometimes this property is worth something, but more often it is worthless. In one case where an exchange was made for some property the victim was persuaded to part with property worth several thousand dollars and received in return a deed and a worthless sand heap. The deed given for property by these companies is, as a rule, defective; that is to say, the property is not sufficiently designated in its description in the deed. For instance, the purchaser will receive a deed designating his property as being in Block 42, Lots 26 to 30 inclusive. The purchaser, thinking that this description is sufficient, and that he will be able to locate his property, accepts the deed and files it. As a matter of fact, however, it is later discovered that in Block 42 there may be 30 lots, and he is at a loss to know which of the 30 lots belongs to him. The purchaser will find nothing on the files describing the property as designated in the deed and he is thereupon confronted with this situation: He must either sue the seller of this property, or compel him to make the deed more definite, or if the advertisement is sufficiently untrue and misleading, he can cause the arrest of the company advertising for violation of chapter 759 of the Laws of 1911. It can readily be seen that these remedies are small satisfaction to the purchaser. It may be asked why these companies cannot be prosecuted on the ground of fraud. In reply to this, the statute is far from perfect as to covering this scheme and fraud. Section 421 of the Criminal Code provides:

> "Any person, firm, corporation or association, or any employee thereof, who, in a newspaper, circular or other publication published in this State, knowingly makes or disseminates any statement or assertion of fact concerning the quantity, the quality, the value, the method of production or manufacture, or the reason for the price of his or their merchandise, or the manner or source of purchase of such merchandise, or the possession of rewards, prizes or distinc-

tions conferred on account of such merchandise or the motive or purpose of a sale, intended to give the appearance of an offer advantageous to the purchaser which is untrue or calculated to mislead, shall be guilty of a misdemeanor.

"Any person, firm, corporation or association or any employee thereof who violates any provision of this section shall be liable to a fine of not less than twenty-five nor more than one hundred dollars for each offense."

Subsequent to this section there was passed chapter 759 of the Laws of 1911.[1] This statute is a little broader than was section 421 of the Penal Law, but the great difficulty is in proving that the advertisements are sufficiently untrue or calculated to mislead. For instance, if a company should advertise its property to be near the city of New York, and also to be land suitable for farming purposes and in a beautiful village, having over a certain number of inhabitants, it can readily be seen that the company may have one idea of what is near New York which may differ from that of the purchaser, and it must also be remembered that it is no offense for one to praise his real estate, and although the pamphlets and circulars sent out may exaggerate the value of the property, the said exaggeration will not be sufficient to make these companies amenable to the criminal law.

These real estate matters were submitted to the district attorney's office of New York County, and the district attorney advised preparing a test case in the spring of the year when these companies are most active in their efforts to sell their property.

Another method used by these companies, in order to obtain customers, is as follows: They advertise in some newspaper that they will give away a lot free to the one solving a certain puzzle. This is known as the puzzle method of advertising. This puzzle is inserted in the newspaper, and the one solving it is supposed to receive a certain premium which entitles him to a lot free of charge. This is almost within the section of the law defined as a lottery, but inasmuch as the victim does not pay, or agree to pay before he buys the property for a valuable consideration, the case is not within the meaning of the statute. This section has been amended, but the amendment does not embrace this method of advertising. Upon seeing this advertisement in the newspaper,

[1] Appendix XV for text of laws.

the alien solves the puzzle and sends the solution to the company so advertising. Within a day or so an agent of the company calls upon the prospective buyer and congratulates him on his success in solving the puzzle, telling him that his answer was the first correct solution and that he has won the prize of a free lot. To get this lot, however, he will be obliged to purchase another lot at a certain price. This is a clever scheme, not alone from the fact that it is liable to interest one, but also from the fact that it is difficult to successfully prosecute people using this method of advertising, and for this reason: Should an arrest be made for a violation of chapter 759, the company would undoubtedly come into court with the plea that the agent had no right to ask the purchaser to buy another lot, and that he went outside of the authority given him when he did so. Of course, if it took this stand it would be a difficult matter to show that its advertisement was untrue and misleading. It is hardly worth while to sue these companies for the reason that they are mostly all corporations with worthless assets.

Another method seems to be as follows: The company will sell to a party a certain lot, and when the purchaser asks to have the title searched, the real estate company will produce a lawyer and the purchaser will be referred to him. The attorney will thereupon act in behalf of the purchaser and will proceed to search the title to the property. After a week or so he will inform his client, the purchaser, that as far as the records show the property is free and that the purchaser has a perfectly good title to the property. The purchaser, feeling safe and sure that he has a legal title to his property, files the same in the county clerk's office where the property is situated, and perhaps in a week or so he will be called upon by another person, who informs him that he owns property adjacent to where the property he recently purchased is and that he would like to buy the purchaser's property. Of course, this is not his intention, but during the course of the conversation the caller will inform the purchaser that if he does not desire to sell, that he, the caller, will exchange his property for some other property owned by the purchaser. If this arrangement meets with the approval of the purchaser, the caller thereupon informs him that he will call on the purchaser's lawyer any day agreeable, and that

the purchaser's lawyer can examine the deeds to the property. The victim thereupon consults the lawyer sent him by the company, and he is informed by this attorney that the deeds and records show that the party desiring to exchange the property has a perfectly valid title. The purchaser thereupon makes the exchange, and although he may receive a valid title to the property, he will later discover that he has only received some worthess property and has given in exchange a valuable piece of property. This is a scheme that is not frequently resorted to, but is a clever one, for the purchaser has only secured more of this worthless property, and the company, for the caller is nothing more than an agent for the company, has obtained something of considerable value.

Another complication in the matter is that frequently more than one state is involved. It is a rather noteworthy fact that sales of land in western or southern states are advertised in papers published and circulated in the east, and vice versa. The majority of the companies investigated, reaching immigrants in mining communities and labor camps, own land in New Jersey.

The frauds consummated through these land deals are colossal. some "Workingmen's Homes Associations" having several hundred members who are buying such worthless land. The proper protection of the purchaser requires further legislation and the Bureau recommends:

That chapter 759 should be amended so as to include the puzzle method of advertising, that is to say, if any person, firm, corporation or association or employee thereof, should advertise that a *free* lot will be given away to one solving a certain puzzle, such person should be guilty of a misdemeanor.

The Bureau further recommends that a law should be passed prohibiting a person, firm or corporation from giving a deed to a purchaser, stating that the land conveyed is free and clear of all encumbrances when at the time of sale by the person, firm, etc., there is a purchase money mortgage on the property conveyed.

That a law be passed making it a crime for any person, firm, corporation or association, or any employee thereof, to knowingly insert in a newspaper, circular, form letter, or other publication

published in this State, any statement or assertion of fact, concerning the quantity, quality or value, etc., of his or their real estate, which he or they know to be false, such act to constitute obtaining money under false pretenses, provided money is obtained upon the strength of such statements.

BENEVOLENT AND FRATERNAL SOCIETIES

It has not been possible for the Bureau to look into the operations of the thousands of fraternal societies which exist among aliens. Nothing makes a stronger appeal to the social instincts of the lonely foreigner just arrived, and almost every alien is a member of some such order. For the most part, these organizations are unquestionably of great service to the alien and are conducted honestly. But in the course of its first year the Bureau has had brought forcibly to its attention some interesting illustrations of the possible misuse of the powers of such organizations. As illustrations of the methods used, the following are given:

Although the advertisements of some of these fraternal societies state that their objects are most worthy and philanthropic and for the benefit of the immigrant, in a great many cases they are only accident or life insurance agencies. A benevolent and fraternal society will issue a book known as an identification book and on the first page of this book will be found what is known as a "Declaration of Intention." On this page the immigrant is told to write carefully

1. Facts for Declaration of Intention.
2. Name of city or town where you were born.
3. Month, day and year of your birth.
4. Name of vessel you came in, etc.

After this Declaration of Intention has been made out by the applicant, he is thereupon required to pay the fee of $1 in order to become a member of this benevolent and fraternal society. The immigrant naturally infers that he is joining a fraternal and benevolent organization, but in some cases the president of the organization is the agent of some insurance company and after the Declaration of Intention is signed by the immigrant, the president of the company immediately insures the immigrant. In some cases the only assistance the immigrant ever receives from these

so-called benevolent and fraternal societies is to receive a form application for the first papers of citizenship.

A company will call itself a voluntary relief company and state in its circular that the object of the company is the establishment and management of a fund to be known as the relief fund for the payment of definite amounts to immigrants contributing to the fund who, under the regulations, shall be entitled thereto when they are disabled by accident or sickness and, in the event of their death, to the relatives or their beneficiaries specified in the application of such immigrants. This voluntary relief company is a department of a certain company's service, in the executive charge of the superintendent, whose directions in carrying out its regulations are to be subject to the control of the president. After the immigrant becomes a member of this society he can become a member of any one of three classes to be determined by his monthly pay or usual earnings within a month, one of the rules being that he must pass a satisfactory physical examination. An immigrant at the time of entering any class as a member of the society may take one or more death benefits of the first class; said death benefits are payable to the heirs at law, or next of kin, upon his death; but before he becomes a member he must sign what is known as an application for membership in the relief fund, and in this application it will be found that the applicant agrees that the acceptance of benefits from the said relief fund for injury or death shall operate as a release for all claims for damages against the company, of which this society is a department, arising from such injury or death. He or his heirs will be compelled to take what his relief certificate entitled him to; so, as a matter of fact, instead of the immigrant receiving some true benefit from his membership in this society, he is practically signing away his rights when he signs his application for membership in this society. This method is in use by a certain company in whose employ are to be found many immigrants. Of course, this application may not bind the heirs from bringing suit, but it can be readily seen that the person or company holding this application will be in a position to inform the injured person or, in case of death, the heirs at law, that unless a release is signed the person injured or the heirs at law will not obtain any of the benefits of the relief fund. Before an immigrant signs an applica-

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tion blank he agrees to accept a sum of money and release the company from all claims for damages against said company, arising from injury or death, which could be made by the immigrant, and therefore the immigrant agrees in his application blank to execute such further instrument as may be necessary in order to release the company of all claim for damages.

The Bureau recommends an investigation of such societies, especially of their insurance features, so that the frauds may be weeded out and the alien may be made more secure in the enjoyment of the undoubted privilege and benefits of bona fide fraternal societies.

RAFFLES

Another means of fraud is the raffle. The most common form is where tickets are sold for a chance on a raffle. In these lottery cases the method is as follows: Tickets will be printed and sold to immigrants at so much for a chance; that is, an immigrant will give to the owner of a ticket a sum of money, say 25 cents or 50 cents, and upon the ticket will be printed that the owner of the ticket is entitled to a chance on a watch or some other piece of property. These raffles rarely take place, or the property raffled is worthless, and in one instance it was a clear method of graft. The foreman of a mining company issued such tickets to his employees, who had to buy them to hold their jobs. No raffle had ever been held, though the practice had been in operation several years.

A considerable sum of money is made by such schemes. This Bureau has on several occasions endeavored to obtain a complainant who would state that this ticket was taken and paid for as a chance on some property to be raffled, but it is a difficult matter to obtain this evidence for the reason that the lottery or raffle sharks always protest that the immigrant did not take the ticket as a chance, but merely gave the money for a charitable purpose.

It is doubtful if the people selling tickets to immigrants could be successfully prosecuted for the following reasons: If the people engaged in this practice come under any provisions of the law, they are amenable to section 1370 of the Penal Law, and in that section it appears that a person must pay or agree to pay money for a

chance. It will be noticed on reading this section that it is absolutely necessary that the person purchasing this ticket must pay the consideration for the chance and the chance alone. In other words, if one takes a ticket on a raffle for property and the object in taking the ticket is merely to help out some worthy charity, it is not a violation of this section of the Penal Law. Therefore, it is obvious that it is difficult to prosecute the people selling these tickets to immigrants, for if these people are apprehended they immediately contend that these tickets are not taken for a chance on property, but were merely taken by the immigrants to help out some worthy charity.

The Bureau recommends that a law be enacted making it a crime for one to give, sell or in any way whatever transfer to another any ticket, chance, share or interest, or any paper, certificate, etc., where upon said ticket, etc., it appears that the said ticket, etc., is a chance on some property, no matter what the motive may be of the party purchasing or receiving this ticket. In other words, the language printed on the ticket should be considered, and if the ticket on its face shows that it is sold or given as a chance, on the raffle of property, the person selling or giving this ticket to another person should be punished. In making this recommendation, the Bureau is taking cognizance of a widely used practice of defrauding aliens.

STOCK COMPANIES

There is no form of investment of which the newly arrived alien should be more careful than stocks. The Bureau has had its attention called to several widely advertised companies in foreign language newspapers, and has received complaints from various parts of the country concerning some of them. These schemes frequently take such attractive form as workingmen's homes companies and public service stocks.

In the matter of investments, the Bureau urges that foreign language newspapers make a careful investigation into such advertisements, and rigorously and unitedly forbid the publication of fraudulent advertisements. These companies could not thrive without this means of reaching the immigrant population.

LEGAL AFFAIRS

Here again the alien is in difficulties which never present themselves to an American. When he comes to this country he leaves many matters to be later attended to in his own country. These include, renunciation of his own country, exemption from military service at home; settling of his debts, property and other legal affairs; communication with government officials and with his family; and finally either bringing over his family or providing for them in the home country. In case of illness or death, he frequently leaves matters in this country to be adjusted to the satisfaction of his family or relatives abroad. To obviate the great difficulties which exist, there have arisen in this State various classes of persons who claim to be in a position to attend to these matters. These are chiefly notaries public, collection agents, advocates, and information bureaus — whichever most appeals to the nationality involved. With the Italians, it is the notary public; with the Hungarians and Slavs, the collection agency; with the Greeks and Syrians and oriental races, the information bureau, while the "advocate" reaches them all.

NOTARIES PUBLIC

Section 153, *subd.* 5. "*The Commissioner of Labor shall investigate any and all complaints with respect to frauds, extortion, incompetency and improper practices by notaries public, and present to the proper authorities the results of such investigation for action thereon.*"

In March, 1910, Gov. Hughes refused to reappoint 66 notaries public against whom complaints had been made, and also revoked the commissions of 10 other notaries public, on charges after a hearing before a commissioner. Although the executive law forbids any person to perform notarial acts without having been duly appointed, it provides no penalty. Neither has the executive office any facilities for ascertaining whether persons whose commissions are revoked or refused are performing notarial acts. Chapter 471 of the Laws of 1910 was therefore passed and provides:

"*Any person who holds himself out to the public as being entitled to act as a notary public or commissioner of deeds, or who assumes, uses or advertises the title of notary public or commissioner of deeds, or equivalent terms in any language,*

in such a manner as to convey the impression that he is a notary public or commissioner of deeds without having first been appointed as notary public or commissioner of deeds, or,

"A notary public or commissioner of deeds, who in the exercise of the powers, or in the performance of the duties of such office shall practice any fraud or deceit, the punishment for which is not otherwise provided for by this act, shall be guilty of a misdemeanor."

It is not appreciated by those not familiar with the powers and duties of a notary public in the lands from which aliens come, that there he is an official of power and standing, while here he is little more than a clerk. Therefore, to the alien in this country he is an official, and, relying on this belief, the alien entrusts to him his legal work on the other side, including the preparation of documents, especially powers of attorney for the sale of property. It is therefore comparatively safe, with the witnesses on the other side and the greater part of such transactions taking place in a foreign country, for notaries public to be parties to fraud and misrepresentation, with very serious consequences to the alien.

Since there are practically no requirements other than citizenship for this office, the Bureau has placed notaries public, dealing with aliens under close inspection. One of the first duties assumed was, therefore, to visit the 76 notaries public whose commissions had been refused or revoked. It was found that ten were still advertising as such, and four were actually acting as such. These have since complied with the law.

During the year, 313 investigations of notaries public dealing primarily with aliens, have been made, and 97 were found to be violating the law. The number investigated is a very small percentage of those dealing with aliens, who are constantly exceeding their powers and performing legal services.

It is also a common practice for Italian commissioners of deeds to sign documents to be sent to Italy as "Notaio Publico" to give the impression to their countrymen here and in Italy that the title is the same. It was found that 11 commissioners of deeds and unauthorized persons were so advertising as to convey the false impression that they were notaries public, when in fact they called in outside notaries public when business was brought to them, or went to their offices with documents.

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The present laws are, however, wholly inadequate, and irresponsible persons scarcely able to read or write, with no legal training or financial responsibility, are acknowledging legal documents, drawing up powers of attorney and bills of sale affecting property interests abroad, and are advertising and acting as "advocates," with the result that many worthless documents are paid for by resident aliens and sent abroad, and many litigations begun by wholly irresponsible agents here and there. No records of any kind are required, the notary public in many instances, especially among Italians, not even keeping the address of the parties signing a document. He relies on them to come in if all does not go well on the other side.

No improvements in conditions can be effected until the executive law of this State is so amended as to raise the requirements for obtaining a commission to act as a notary public, to provide for records, and for inspection upon complaint.

Until the law prohibiting others than lawyers from doing legal work is extended to cover notaries public, these irresponsible officers will continue to impose upon their countrymen. Under present conditions it is easy to place the blame for frauds upon the so-called foreign representative of the notary public. The effect of the losses, exploitation, misrepresentation and frauds practiced by some of them falls heaviest on the man with small property in the old country, who wishes to remain here and become a citizen.

INFORMATION BUREAUS AND COLLECTION AGENCIES

There exists in this State a curious class of agencies which are covers for legal services, sometimes performed by lawyers, who use them as means of advertising, but more often run by ignorant foreigners who work in conjunction with some attorney, but who pretend to perform these services themselves. Knowing the needs of their countrymen, they generally use a company or firm name and advertise as being in a position to furnish employment; to assist workingmen and women; to settle estates in the old country; to make out legal documents and collect debts; to free the alien from military obligations in his home country; and in general to attend to his affairs there. They are sometimes only insurance schemes in disguise. An investigation of 13 of them

and of 13 lawyers whose practices appeared to be irregular shows that they are usually run by unscrupulous lawyers or notaries public, who use this means to get legal business and thus stimulate litigation in the courts. The number of worthless documents sent over to the courts and officials in foreign countries, drawn by these ignorant, often unauthorized practitioners of law, reach thousands each year. The frauds, committed through the powers of attorney which they demand, by means of which they dispose of property in the old country and keep the proceeds, as well as get the alien to sign away his rights, are widespread. Where these practitioners are not lawyers, they claim they are getting business for foreign lawyers and are not doing a law business, but many of them have no correspondent lawyers abroad but manage the whole transaction — a difficult matter to prove to the satisfaction of the courts, with an essential part of the transaction taking place in a foreign country. A number of such agents who advertised that they attend to legal business, upon investigation alleged that they were only interpreters in lawyers' offices and helped them to get business — in other words, acted as runners for them. One such lawyer keeps two Italians busy in his office getting legal business by means of the device of a protective league, and carries a good insurance business on the side. He claims to have 22,000 members on his books, though he cannot recall where his branch offices are located or whether he has paid any benefits or rendered any services other than legal, for which an extra fee is charged in addition to the initiation fee and monthly dues.

EDUCATION AND ASSIMILATION[1]

In matters of education, the Bureau is charged with two specific duties — the distribution to the school authorities, of the names and addresses of arriving aliens of school age and the devising of methods for the proper instruction of adult and minor aliens in the English language and in the duties and rights of citizenship. These have proved to be heavy responsibilities, for which no facilities whatever have been provided, not even a clerical force.

In conjunction with this, the Bureau has also made an experiment of furnishing the names of newly arrived aliens to various centers for the purpose of friendly visiting.

[1] Chart VII, on Education.

DISTRIBUTION OF NAMES OF CHILDREN[1].

Section 153, *subd.* 2. "*The Commissioner of Labor shall procure with the consent of the Federal authorities complete lists giving the names, ages and destination within the State of all alien children of school age, and such other facts as will tend to identify them, and shall forthwith deliver copies of such lists to the Commissioner of Education or the several Boards of Education and School Boards in the respective localities within the state to which said children shall be destined, to aid in the enforcement of the provisions of the education law relative to the compulsory attendance at school of children of school age.*"

The Bureau first communicated with all the school authorities in the State by sending out the following letter:

> In accordance with subdivisions 2 and 3 of chapter 514, Article 10a of the Laws of 1910, it is the intention of this Bureau to send to the various school superintendents and school commissioners the names and addresses of alien children of school age destined within the jurisdiction of such school authorities. This Bureau will continue to send each week the names and addresses of all school children and earnestly requests that the attendance officer endeavor to locate the children and report the conditions found to this Bureau. Will you advise us at your earliest convenience, whether the names and addresses shall be sent directly to you, and if you have facilities for following up the children who have not already reported at school? Any co-operation on your part will be greatly appreciated by this Bureau, as this is an experiment of great importance in the educational work of New York State."

Almost without exception the school authorities were willing to undertake this work. In the three cities of the first class having Permanent Census Boards, where policemen are charged with the duties of locating children in their precincts, after conferences with the superintendents, it seemed advisable to have the work of following up the children done by them.

The Bureau being organized in October, and the law dating from September 1st, there was a delay of six weeks in secur-

[1] The Bureau has prepared a special report upon this subject including statistical tables for the use of other state governments and school authorities, desiring to make a similar experiment.

ing the names. A force of clerks was stationed at Ellis Island to copy the names. Although the full duty of the Bureau was done when the names were transmitted, as this was an experiment of possible value to the Federal Government and other states, the Bureau undertook to obtain reports from the school authorities and prepared a return card for such data. Owing to the delay in getting the work started, the confusion on the part of some of the educational authorities and their lack of equipment for such work, this has not been as satisfactory as was anticipated.

The delay in getting the names, due to the fact that a week elapsed before the manifest records were available, the necessary imposition of clerks upon an office already overcrowded, and the expense, led to the submission of a plan to the Secretary of Commerce and Labor whereby the Federal Government should furnish such names and other necessary data directly to the Bureau. The Secretary agreed to make the experiment and since March 1st, such records have been received daily at the Bureau and immediately transmitted. This has greatly facilitated the work, even in the brief time it has been possible to estimate the effect of the experiment, namely, March to June, as no names were sent out during the school vacation.

During the school year, 8,369 names of children of school age were distributed. Of these 7,324 were sent to the Permanent Census Board in Greater New York, and 1,045 to localities throughout the state. Of the total, 7,652 went to cities of the first class leaving 717 for districts other than such cities. Inasmuch as the ages of children at Ellis Island are frequently overstated in order to obtain working papers, the names and addresses of 4,822 children of the ages of 15 to 18 were taken and distributed, in order that investigations might be made into the discrepancies of age and working conditions. Of these, 4,553 were for Greater New York, and 269 were destined to other parts of the State. Three hundred and sixty-eight names of school children of six years and under were also sent out, of which 306 were destined to New York City, so that they might be kept account of by the school authorities later, if they so desired. This makes a total of 15,559 minors under the age of 18 arriving in this state during the year. Of this number — 7,590 names were furnished by the Federal Government directly to the Bureau, since March 1, 1911.

Although the Bureau devised and furnished a return card, showing the conditions found by the truant officer, the returns do not at this time prove either the value or the expediency of the experiment.

New York City.—Although 1,372 names of children destined to Brooklyn were furnished to the Permanent Census Board, the force and organization of that body did not permit of any of these children being visited. When the matter was brought to the attention of the school authorities there seemed to be no other force available for such visits and this represents a waste of time on the part of the Bureau in furnishing these records. Arrangements have now been made to have the children destined to Brooklyn visited by officers of the Permanent Census Board.

It is not possible to present in this report the returns from the Permanent Census Board for Manhattan and the Bronx for New York City. At the request of the Bureau, these cards were kept separate, but through a misunderstanding that the Bureau had finished compiling the data they were distributed throughout the entire records, with the result that an enormous amount of labor and delay are now involved in the compilation of the statistics which will be included in the special report on this subject to be issued by the Bureau.

Large Cities.—Of the 1,045 names sent to other parts of the State 159 went to Buffalo, 169 to Rochester, 33 to Syracuse, 61 to Yonkers and 43 to Albany, a total of 465. Other small cities scattered throughout the State received 325 names and the rural districts 255 names. In considering the following returns, it must be remembered that a very large percentage of the cards sent out cover the vacation period and the school authorities are now engaged in looking up these children, the reports upon which will not be available until next year's report.

Of the 159 names sent to Buffalo, reports were received on 29 of the 68 names sent out prior to March 1st. These show 10 children attending schools, 9 placed in school after the investigation, 5 wrong addresses, 7 unknown at the address, and one removed from the State. Of the 169 names sent to Rochester, reports were received on 21 of the 44 names sent out prior to March 1st. Of these 16 were attending school, 1 was placed in school, 2 were wrong addresses and 2 could not be found. Of the 33 names sent to Syracuse no reports were received on the

3 names sent out prior to March 1st. Of the 61 names sent to Yonkers reports were received on 15 of the 19 sent out prior to March 1st, and 14 were found attending schools and one was over school age. Of the 43 names sent to Albany, reports were received on 12 of the 18 names sent out prior to March 1st, 4 were attending school, 2 were placed in school, one was ill and 5 were unknown at the addresses given.

Small Cities and Towns.— Of the 325 names sent out, reports were received on 63 of the 99 names sent out prior to March 1st. Thirty-three of the children attended school, 2 were placed in school, in one case the parents were too poor to send the child, another was located and not in school and no reason given, 19 were unknown at the addresses given, 2 addresses did not exist, 2 had removed and 3 were not within the educational law requirements.

Rural Districts.— Of the 255 names sent out, reports were received on 13 of the 23 names sent out prior to March 1st, and, 9 children were attending school, 2 were unknown at the addresses and 2 addresses did not exist.

Summary.—These returns are too incomplete to judge the value of the work. The failure to report is due chiefly to the facts that the attendance officer frequently does not see the value of reporting, especially if the child is not within school age or cannot be found, and to the lack of equipment on the part of school authorities to follow up the child when it is not found at the first address. If the results of the experiment are to be made fully available for other states, there must be greater co-operation on the part of school authorities in reporting and the Bureau has improved its distributing system as follows in the hope of securing more complete results.

When a child between the age of 5 and 15 lands at Ellis Island, the following information concerning such child is copied from the ship manifest and sent to the Bureau of Industries and Immigration:

Name, age, sex and nationality of child.
Date of arrival.
Town or city for which child is destined.
Name and address of parent or guardian to whom child is going.

These data are copied on cards and children destined for points outside of Greater New York are separated from those going to New York City. Cards of five different colors, representing the five different boroughs, are used for Greater New York. If a child is destined for one of these five boroughs, his record is copied on a colored card representing the borough to which he is going. When the cards for Greater New York have been made and numbered, a duplicate set of small white cards is then made and filed at the Bureau according to number. The colored cards are sent to the Permanent Census Board. Investigations are made by the officers of this Board, and if a child is not in school, efforts are made to place him there. When these investigations are completed, the colored cards on which the reports are made, are returned to the Permanent Census Board. A clerk from the Bureau then copies these data on the small white card kept in the Bureau files. The colored cards are filed at the Permanent Census Board.

Information concerning children destined for points outside of Greater New York is copied on small white cards. These cards, together with a letter are sent either to the superintendent of schools or to the school commissioner of the city or town to which the children are destined. When the attendance officers in these places have made the necessary investigations, they return the small white cards, showing the results of their work, to the Bureau, and they are then ready to be filed according to number.

A record is kept of every card sent out and if at the end of a month no report has been received, a follow up letter is sent out stating that the Bureau records will not be complete until a report has been received regarding the child, and asking that the same be sent as soon as possible.

There is one other serious difficulty, namely the percentage of wrong addresses or addresses which do not exist. Not only in this investigation, but in the experiment of friendly visiting, it was found that 33 per cent. of the addresses taken from the manifest sheet did not exist, were wrong or were "faked," and that the alien had never been there. Centers are frequently established for redistribution purposes, as banks, saloons, padroni's offices, etc., and the alien cannot be traced. It is recommended that if co-operation betwen the Federal Government and states is to be made really

effective that greater care must be exercised in recording the addresses on the manifest sheets and if necessary steamship companies be penalized for carelessness or collusion in recording such addresses. The whole success of the states dealing with the alien after admission, depends upon their being able to locate him promptly or trace him. It is also desirable that the addresses of children destined to New York be furnished not only from the port of New York, as is now the case, but from all ports.

INSTRUCTION IN ENGLISH AND CITIZENSHIP

Section 153, *subd.* 3. *"The Commissioner of Labor shall further co-operate with the Commissioner of Education and with the several Boards of Education and School Commissioners in the State, to devise methods for the proper instruction of adult and minor aliens in the English language and in respect to the duties and rights of citizenship and the fundamental principles of the American system of government, and otherwise to further their education."*

The Bureau has made no study of school facilities in large cities, owing to the activity of various organizations interested in the immigrant, and of school authorities who are very much alive to his needs. In its investigation of camps and small communities, especial attention has been paid to the educational facilities provided for both adults and children, and the Bureau is convinced that a real problem exists here which should be met by more specific action on the part of the Legislature.[1]

Children.— In the construction of public works, camps are frequently created, whose duration extends over a period of years, where the number of children suddenly thrown into the district warrants the creation of a new district or of supplemental facilities. This is the situation at Browns Station, where the Ashokan dam is being built, and at Valhalla where the Kensico dam is being built. In the first instance the Society for Italian Immigrants started the educational work and then called it to the attention of the school authorities, and the teachers are now provided by the State, while the contractors and the Society furnish the facilities. The number of children at Valhalla would justify the

[1] The section on Labor and Living Conditions, page 62, should be read in this connection.

creation of a separate district in the camp, similar to that at Browns Station, instead of the children now attending a school some distance away, which is overcrowded.

Isolated permanent communities, such as exist in quarries and mines, require special supplementary school facilities. When a company starts operations at a mine or quarry, it creates a small village about the works, and the nearest school suddenly has descending upon it a number of children not speaking English, difficult to grade and, in general, upsetting the school order and taxing its capacity. Existing schools are frequently remote and district questions arise. In one such community the camp is located near the county line, and while the school in the adjoining county is much nearer, it is not available for the children. Stoneco, where there is a quarry constituting a village of some 500 Italians, presents a good illustration of the situation. The Society for Italian Immigrants started a school, which was finally taken over by the school authorities and administered. There is now great need of a kindergarten, and more school rooms, which would be provided were there some strong body interested in bringing the matter to the attention of the employers and local school authorities.

Aside from the camps and small foreign communities, the canneries present a peculiar situation. In a number investigated, the workers include many Italians and Poles who leave the cities early and spend the summer, returning late in the fall. They live in company houses, remote from towns, which are so grouped together as to create a small summer village. In the cannery villages investigated, there were found from 10–100 children of school age who had left the city schools before they closed in the summer, as early as May, and who returned to these schools as late as October or November, thereby disorganizing the school system, or who never returned. This is a serious matter. These children, under the present factory law, are allowed to work in the fields and sheds, and children from 5 years upward work part of the time. The rest of the time they are locked out of their homes while their parents are at work, or spend the entire day roaming about with no supervision or care of any kind. Such a life of days of strenuous work, alternating with days of idleness

and neglect, should not be permitted to continue, and the Bureau recommends that vacation schools, designed and administered to supplement the public school work of the cities from which the children come, so as to cover the work of the periods for which they are absent, and also including instruction in the domestic arts and manual training, and some supervised recreation, should be established and administered by the State.

The experiment of such a school conducted by the Buffalo Committee of the North American Civic League for Immigrants, at the Olney cannery at Albion, during the summer of 1911, has demonstrated that the attendance should be made compulsory, and that an amendment bringing sheds under the factory law will be necessary to induce the parents to send the children to school. On days when the field and shed work was heavy, the school conducted by the League was practically deserted.[1]

In small industrial towns and villages, where the immigrant population is large, they are struggling with such problems as kindergartens, grading, and teaching English, which deserve greater interest and help from the State than are now given.

Adults.— The neglect of adult workers in camps and colonies and small communities, from railway camps up to small town colonies, is appalling. Outside of the schools for English and civics conducted by the Society for Italian Immigrants at Browns Station and by that Society and the North American Civic League for Immigrants at Valhalla, such camps, colonies and communities are wholly without educational facilities.

It must be remembered that aliens come into these camps, very often directly from the steamers, through the hands of a padrone who is the only person other than their fellow workmen whom they really know. They are cut off from any Americanizing influences, and get the first, and very often their only, impressions of America, from these padroni and camps. If they return to the city, this jungle experience is fresh in their minds and they frequently return to their home country knowing nothing of America outside of these camps and colonies.

The need of learning English to progress economically, to prevent accidents, to become citizens, to enable the men to under-

[1] Report of the North American Civic League for Immigrants, 1911.

stand their work better and to adopt American stardards of living, is imperative. The man who knows English can become a boss or foreman of his own men and can go into industries where he does not have to work in a gang, because only gang language is understood. It has been shown that many accidents to aliens are due to the fact that instructions, orders and warnings are given in English, which they cannot understand. There is practically no chance for the alien in the camps to qualify for naturalization, except through the influence or misrepresentation of politicians. The padrone sets his standard of living, and as he is shut off from talking to his American fellow workmen, he has no opportunity to learn a better standard of living.

These are matters of vital interest to the State of New York, and if these men are to come in and build the works which make this State industrially great, and to man the industries which make it economically powerful, it must be realized that its power, civic and political, also depends in some measure on the treatment and opportunities afforded to these workmen.

Therefore, wherever schools exist they should as rapidly as possible be used for instruction in English and civics for adult aliens; where they do not exist classes should be started. In addition to this, some practical extension of the traveling library system should be made so that camps, now absolutely devoid of reading matter, might be furnished with small libraries.

Doubtless, philanthropies will have to take the initiative in the matter of traveling libraries and recreation. This has been done by the North American Civic League for Immigrants at Valhalla, in providing a library, a playground and entertainments and in operating a moving picture show through a circuit of camps during the summer.[1] Such patriotic bodies as the Daughters of the American Revolution will find an ample field for their best endeavor and resources in patriotism were they to address themselves seriously to the question of the civic education of foreigners scattered throughout the State in these small camps, colonies and communities.

Recommendations.— From the investigations made by this Bureau, three things are apparent. First, that wherever unusual

[1] Report of the North American Civic League for Immigrants, 1911.

conditions or impositions on the prevailing school system occur from immigration, in such places as camps, mines and quarries, philanthropies have discovered the conditions and taken the initiative in experiments and remedies, the local school authorities very frequently struggling with a burden they feel it is not fair to unload upon them.

Second, that the present State machinery is inadequate, either in equipment or law, to discover the prevailing conditions or to furnish relief.

Third, that as the children are permanent residents and are our future citizens and voters, it is clearly the obligation of the State to provide for such schools and educational facilities as they may need. As the majority of alien men arriving are between the ages of 20–40, their power for good or evil on this commonwealth is much greater than is ordinarily realized, and it is not a far-sighted policy to utterly neglect their education and assimilation.

The Bureau therefore recommends:

(a) The establishment by law of a Bureau of Camp School Instruction in the Department of Education, charged with the establishment and administration of special schools for the instruction of both adults and children, and, where needed, of supplemental schools or classes for children.

(b) In case the Department of Education feels that this burden should not be placed upon it at this time, as the project is wholly experimental, that there be created a Camp School Commission charged with the duties of investigation, establishment and administration of such schools, and that the Department of Education and Department of Labor be represented on such Commission, the former having the educational facilities and the latter facilities for locating and reporting the needs of such communities.

NATURALIZATION

Although the power of naturalization is vested in the Federal Government, the Bureau has received a number of complaints concerning the fees taken by various individuals and clubs for assistance to aliens in obtaining their first papers, the understanding being that they would then obtain work or licenses to conduct business. The fees paid, the complainants testified, ranged from $1 to $10, and in some instances they had to join political clubs. They

then found that they could only peddle flowers or run pushcarts by violating the law, as the policy of New York City is against granting more licenses for such business.

This led the Bureau to make an inquiry into the relations between trade and naturalization, and to study the methods of various organizations, clubs and persons who are assisting aliens either to obtain papers or who prepare them for citizenship. In pursuance of this inquiry, some investigation has been made of the courts and their relation to the aliens.

The Bureau is not prepared, since this investigation is now in process and its facts not assembled, to make final recommendations, but it suggests that the President appoint a commission to make a full examination into this matter — not alone from the administrative side, including the simplification of the work as between the Naturalization Bureau and the courts, but of the facilities for naturalization afforded to the alien, the processes and kinds of education carried on to fit him for citizenship, and the relation of naturalization to opportunities for livelihood and kindred subjects. There is no available information to enable the Government to proceed intelligently in working out an effective procedure or broad, sane policy. This is manifestly too broad a subject for any state to investigate and few states have any facilities for such an investigation. Its importance has already been recognized, for in 1910 a Congressional committee was appointed to consider this matter. The Bureau was unable to procure any records of its work or to ascertain from its members any of the findings at which it may have arrived, and it seems desirable that a citizens' committee should undertake this matter at once. The Federal Immigration Commission did not investigate the subject of education for adult aliens.

The Bureau also recommends the establishment of schools of citizenship, with such departments as may be necessary for the theoretical and practical treatment of the subject. These divisions might well include (a) such instruction in English, civics and other subjects as the Naturalization Law requires for citizenship papers, a certificate based upon such instruction to be issued by the school and to be accepted by the court, in lieu of an examination, when the court grants final papers; (b) supplemental instruc-

tion in history, political institutions, government, duties, etc., which will fit an alien for discharging his duties as a citizen, regardless of the examination for papers. This course to be more thorough and comprehensive than (a); (c) a bureau of information, advice and assistance to render practical service in obtaining papers; (d) a correspondence course and educational section to answer queries of aliens unable to attend such schools and to disseminate reliable information concerning naturalization and its requirements.

There are now many responsible persons and organizations giving advice and help in the matter of naturalization; but there are also many insurance agents, bankers and others who offer such services in order to gain business and many swindlers who use them as a bait. The work of the reliable agencies could be coordinated by such a school, the swindlers driven out of business, and the instruction and information given out standardized.

FRIENDLY VISITING

Section 153, *subd.* 4. "*The Commissioner of Labor shall have power to devise and carry out such other suitable methods as will tend to prevent or relieve congestion and obviate unemployment.*"

At the request of some of the settlements in New York City, the Bureau has made the experiment of obtaining the names of families at Ellis Island and transmitting them to the nearest settlement house in the neighborhood for the purpose of having residents visit the family to make adjustments, obtain employment, etc. Four hundred and twenty-five such names have been furnished, but the reports made do not appear to justify the experiment in a city the size of New York. The idea is a sound one and the need exists for such American connections to be made. The reasons for the failure are apparent.

There is necessarily a delay of about a week in obtaining the names from the manifest sheets. As families rarely stay long at the addresses given, they have frequently removed to some other district, or, during the delay, friends, relatives and interested parties have performed the first friendly services and the visitor is then regarded with suspicion. Furthermore, about one-third of the addresses given are erroneous or fictitious, and it was found that the alien had never been there or the address did not exist.

The agencies which have undertaken this work are not yet equipped with visitors who speak the languages or are of the same faith as the alien and cannot, therefore, adequately do the work.

On the other hand, similar work undertaken by the Council of Jewish Women for girls in New York City, and throughout the country, and by the Young Women's Christian Association for other nationalities in New York City, and by the North American Civic League for Immigrants in New York State, other than New York City, is proving highly satisfactory, and the visitors are of much service. Systemized and made effectively competitive with the agencies which now seek out the alien on his arrival to exploit him, this work of friendly visiting has a great future in the Americanization of alien peoples. The Government can never appear as a friend to the alien, for it has too long been regarded as a force. The hand of fellowship will frequently do more than the strong arm of the law, and here is clearly a field for a wise use of patriotic effort and philanthropic funds.

DISTRIBUTION OF INFORMATION

The Bureau conceives its work to be but half done if the results of its investigations and protection are brought to the alien alone, or restricted to those in need. It has therefore organized a Bureau of Information. During the first year this has in a very small way attempted to bring to the attention of both aliens and Americans a knowledge of conditions which needed their help, or to acquaint them with matters which would help them to better understand each other's points of view. This work is not yet well organized, but has great possibilities.[1]

During the year there have been distributed 8,500 copies of various laws, 2,000 pamphlets containing information and advice to aliens, and information has been sent at various times to 962 foreign language newspapers, 50 benevolent societies and 292 philanthropic organizations throughout the State. The compilation of a list of such correspondents to whom such information would be helpful or could be used for educational work has been no small part of the task of this Bureau.

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[1] See page 28, on reaching the immigrant.

SOCIAL CHARGES

Section 153, *subd.* 4. *"The commissioner of labor may secure information with respect to such aliens who shall be in prisons, almshouses and insane asylums of the state, and who shall be deportable under the laws of the United States, and co-operate with the Federal authorities and with such officials of the State having jurisdiction over such criminals, paupers and insane aliens who shall be confined as aforesaid, so as to facilitate the deportation of such persons as shall come within the provisions of the aforesaid laws of the United States, relating to deportation."*

DEPORTATION OF ALIENS

With the small office force of one stenographer and five investigators, it has been necessary to select the duties laid upon the Bureau in the order of their importance. The State has a Board of Alienists and the State Department of Charities a Superintendent of Alien Poor, with considerable machinery at their disposal for facilitating deportation. The Federal Government has adequate facilities and a staff for taking care of such matters. The Federal Immigration Commission has but recently compiled extensive data for this State which will soon be available. The Bureau has, therefore, deemed this to be one of the matters which it might leave until some further appropriation was made for the work. It has, therefore, in co-operation with the State authorities charged with these matters, dealt only with a few cases of deportation brought to its attention, and has gathered no statistics.

PUBLIC OFFICIALS

Section 153, *subd.* 5. *"The Commissioner of Labor shall investigate any and all complaints with respect to frauds, extortion, incompetency and improper practices by notaries public, interpreters and other public officials, and present to the proper authorities the results of such investigation for action thereon."*

Other than notaries public, the Bureau has not made any investigations of interpreters or other public officials, deeming this to be a latent power to be used upon complaint. Investigations are in progress by the Courts Committee of the Charity Organization Society, the American Institute of Criminal Law and Crimi-

nal Sociology, and the North American Civic League for Immigrants, into the conditions of aliens in the courts, and pending their reports, and in the absence of complaints, it did not seem advisable to duplicate work.

PHILANTHROPIC AND BENEVOLENT ORGANIZATIONS

Section 153, *subd.* 4. *"The Commissioner of Labor shall investigate and inspect institutions established for the temporary shelter and care of aliens, and such philanthropic societies as shall be organized for the purpose of securing employment for or aiding in the distribution of aliens, and the methods by which they are conducted."*

New York State, particularly New York City, has a number of institutions that care for helpless, unemployed or stranded aliens which have been brought under the supervision of the State.

Report blanks were sent to 130 such institutions in the State, and 60 were found dealing principally with aliens as defined within the law, and reports required.[1] Twenty-seven inspections have been made.

Nearly all of these institutions in New York City have representatives at Ellis Island to meet incoming immigrants and are subject to regulations by the Commissioner of Immigration, as a condition of being accorded the privilege of being represented at Ellis Island. The Commissioner of Immigration has just issued a new set of regulations standardizing the work of such institutions.[2] The work of a number of these philanthropies has been of a very high standard, but under Commissioner of Immigration Williams' administration the efficiency, care and interest in the alien has been greatly increased. The Bureau is particularly interested in having philanthropic agencies outside of New York City bring their work up to a similar standard, as there are no such Federal requirements outside of New York City.

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[1] Appendix XVI, Report forms for philanthropic institutions.
[2] Appendix XVII, Regulations for immigrant homes represented at Ellis Island.

IV

DIVISION OF COMPLAINTS AND ADJUSTMENT

IV

DIVISION OF COMPLAINTS AND ADJUSTMENT

The preceding report shows the way in which the Bureau has dealt with laws, organized agencies, middlemen, business corporations, and concerns and persons who live off the immigrant, whether legitimately or illegitimately. The work done in this Division shows the way in which the Bureau has dealt with individuals who have applied at the office either for a hearing or to be set right with the world. It was not possible in the first days of organization to keep a record of all persons calling at the Bureau, but this was done as soon as practicable.[1]

> *Section* 153, *subd.* 1. *"The Commissioner of Labor shall have the power to make full inquiry, examination and investigation into the condition, welfare and industrial opportunities of all aliens arriving and being within the State."* (See also special powers, subd. 4 and 5 of section 153.)
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> *Section* 154. *"Any investigation, inquiry, or hearing which the Commissioner of Labor has power to undertake or to hold may by special authorization from the Commissioner of Labor be undertaken or held by or before the Chief Investigator, and any decision rendered on such investigation, inquiry or hearing, when approved and confirmed by the Commissioner and ordered filed in his office shall be and be deemed to be the order of the Commissioner. All hearings before the Commissioner or Chief Investigator shall be governed by rules to be adopted and prescribed by the Commissioner; and in all investigations, inquiries or hearings the Commissioner or Chief Investigator shall not be bound by technical rules of evidence."*

Theory and Procedure

The experience of the Bureau in the first few months of its existence has demonstrated that the alien has peculiar problems of language and adjustment in a new country which, while often properly matters for a court, can be settled or adjusted before any

[1] Chart VIII on Complaints.

impartial state referee who can secure for him a hearing and can bring the aggrieved parties together. The chief difficulty is that the alien, being so often friendless, unemployed, without money and unable to make himself heard, cannot reach his employer or associate to state his case, or cannot get into court or afford the cost and delay incident to a hearing there. While the Bureau has no legal power to enforce its decisions, it can, in criminal cases, through duly constituted authorities, prepare the case and appear with the district attorney in behalf of the friendless, helpless alien. It can investigate and assure itself and such authorities of the facts in the case, thereby simplifying the procedure or preventing unnecessary litigation. It can urge voluntary settlements on the part of the aggrieved parties, and can advise terms of settlement, after due investigation.

The policy pursued in all complaints has been first to assign the matter for an investigation and full report. It is then referred to counsel to ascertain if all of the material facts have been gathered and whether there is any law under which this Bureau can proceed. If the facts are insufficient or there seems to be a conflict of statements, a hearing is ordered in the hope of bringing the parties together, clearing their minds and getting them to adjust the matter. Very frequently there is misunderstanding, or some bad feeling exists which can be overcome by bringing the parties together. If it is a matter upon which no agreement is possible, and a criminal action is inevitable to obtain justice, the Bureau proceeds directly through the district attorney or brings the matter to the attention of the magistrate. If there is a violation of law, the prosecution of which is vested in some existing department or bureau, the complaint is immediately referred. If the action is civil and no agreement can be reached, the Bureau then refers the matter to the Legal Aid Society or some agency which will prosecute the matter or which will further endeavor to secure a settlement, without charge, to the alien. In some instances aliens are assisted directly to obtain free summonses in civil courts. It is not the policy of the Bureau to take up any cases under litigation, as such matters are properly before the authorities having jurisdiction.

As the cases show, this arrangement is eminently satisfactory, with one exception — personal injury cases. Legal aid societies

and other similar organizations and consuls will handle these cases only to the point of settlement but not suit. This leaves the matter largely in the hands of shyster lawyers who invariably demand not less than one-half the amount of settlement. Frequently the alien being unable to reach his employer, does not know the amount of settlement, or that one has been made. At present, the Bureau has no solution to offer and can but inadequately advise those who come asking for help.[1]

It may be contended that the functions of this Division constitute an unnecessary protection on the part of the State and that sufficient opportunity is afforded by the courts. Whatever the theory, the practical experience of the Bureau has demonstrated that this is not true for a number of reasons:

First, no alien can bring his case before a criminal court without the services of a lawyer. His unfamiliarity with procedure and the language, his fear of the courts, his likelihood of falling into the hands of shyster lawyers, and his inability to pay fees for such services, operate in many meritorious cases to prevent his seeking such redress.

Second, the utmost patience is required to obtain and verify the alien's story, so interwoven is it with international complications, imperfect dates, personal hatred, old country feuds, mistaken belief in rights and obligations, and both intentional and unintentional misstatements. No court, with its crowded calendars, can or will give the necessary time to investigate, and the facts must be presented by each interested party at the trial.

Third, many of the grievances are of great importance to the individual and require fair treatment to keep alive his sense of right and justice, and are vital to his success and well-being, but have no remedy at law; or are so trivial that unless the antecedents and surrounding conditions are known, they have no place in courts of law. The need for disinterested advice is often greater than the need for prosecution.

Fourth, the alien is frequently a transient, being in New York for a few hours or days before going into another state, or sailing to his home country. New York City, being the greatest port of entry in this country, and the greatest labor market, is pe-

[1] See page 78 for progress in the matter of personal injuries.

culiarly the home of the transient who, if he is to obtain justice, must have it to-day or to-morrow and not at the end of a long calendar. It is often impossible to bring his case into court in time to obtain redress. For instance, there is a misrepresentation in the sale of a steamship ticket by the company's agent in a western state. The alien arrives, intending to sail the following day. The company refuses an adjustment and tells the alien he must wait a week or so, until it can communicate with its agent. The alien has no money to wait. The appearance of the State on behalf of the stranded man in making the initial inquiry has, in every case taken up by this Bureau, insured to him the hearing denied by the company and has often obtained for him a square deal without recourse to the courts. The potency of facts presented to offending persons and corporations by the State is very different from that presented by a ragged, penniless, foreign-speaking traveler. It is not necessary for the State to use pressure or coercion. It need only stand ready to prepare the case for the courts, if no agreement can be reached. It is safe to say that three-fourths of the frauds practiced on transient aliens are committed on the theory that the alien cannot find his way to court and cannot afford to stay and prosecute, and the person committing the fraud will therefore escape punishment. When it is realized that 580,617 or 75 per cent. of all immigrant aliens in 1910 came into the country *via* the New York port, and 163,902 or 72 per cent. left the country *via* the New York port, some idea of the need of protection of transients may be grasped.

The Bureau has found that it has been of great service in preventing useless litigation, bringing misunderstanding parties together and clearing men's minds of rubbish regarding rights and laws. When it has been necessary to bring cases to the courts through the proper authorities, its preparation of the case, wholly in the interests of justice and not on behalf of either party, has been of assistance to the prosecutor or court because of the Bureau's investigations or technical knowledge of the subjects involved.

The case work has been classified in three divisions: First, requests for advice and information, which the Bureau has referred to other organizations. Second, cases which are handled directly

and exclusively by the counsel of this Bureau. Third, civil cases in which this Bureau has endeavored to obtain a settlement, and wherever it fails, has referred them to the Legal Aid Society. This Society has a separate immigrant branch to handle such cases and makes a weekly report to this Bureau on the progress of all cases in its charge.

ADVICE AND INFORMATION

This includes aliens seeking information or direction, with no grievance or fancied wrong to be righted. It includes requests for instruction in English or trades; requests for naturalization blanks, or instruction in naturalization; requests for addresses or places to stay in other cites; inquiries for lost relatives or friends; and questions about investments, particularly in matters of real esate, allotment of government lands, purchase of farms and mining stocks, employment, etc.

The limitations of the Bureau were early appreciated, and provision was made for such inquiries. Letters of inquiry were sent to existing agencies requesting information as to what assistance could be rendered and to what nationalities, and the Bureau now has a classified card directory of many organizations in the State, and also outside the State, which can give the desired help or information. It uses an introductory slip which it gives to the alien, requesting courteous treatment from the organization to which he is sent, and a return slip for a report of what was done for the applicant.[1]

Replies were received from 132 philanthropies, church societies, missions, etc., in New York City, and 32 from similar societies, in other cities of the State; 72 from settlements and neighborhood organizations in New York City and 12 from such organizations in the State; and 14 from strictly charitable organizations in New York City and State. In addition, 26 societies conducting free employment bureaus, in connection with their work, were communicated with. The total registry of co-operating agencies is therefore 288.

During the year there have been 551 applicants for such advice and information. Of these 459 related to employment

[1] Appendix XIII for form used.

and 92 to miscellaneous matters. Quite a number of requests have also come in from aliens in other states who have, wherever possible, been directed to a free agency nearest their homes.

These statistics do not in any way show the amount of painstaking co-operative work on the part of other organizations or the care and patience with which each person's story has been heard. Every story has been investigated and the Bureau has been amazed to find how small a proportion of the number of applicants have been "fakers." or persons desirous of exploiting the Bureau and its resources. It is true a number of the requests expressed by the aliens could not be granted, but this was in many instances due to ignorance, bad advice and a mistaken idea of their rights and obligations in the new country.

The purpose of giving the following summary is to indicate the variety and number of the complaints dealt with and something of the intricacy of the problems presented. Each case, following the procedure outlined, has necessitated at least one investigation, and frequently several visits on the part of investigators.

No attempt has been made to give the number of complainants though many of the cases, such as wages, steamship tickets, etc., represent a party quite as frequently as one individual. These complaints, and investigations thereof, should be kept distinctly separate from violations of laws found upon investigations made in pursuance of the initiative taken by the Bureau in the enforcement of laws designed to prevent such exploitation of the aliens. The complainants in this Division voluntarily sought the services of the Bureau.

SUMMARY OF COMPLAINTS[1]

There have been 515 complaints, involving 749 investigations and 81 hearings. Of these it has been necessary to refer 91 cases to the Legal Aid Society for court action, though in 40 per cent. of the cases settlement has been made before the case came to trial and in 13 per cent. the matter was adjusted. Such cases were referred only when the Bureau could not bring about a settlement, the variance in the statements of facts and points of view of the contesting parties being irreconcilable. The Bureau

[1] Chart VIII on Complaints.

has been able to secure an adjustment without recourse to the courts in a great number of the matters in dispute. Where actions have been brought, the defendant has in most cases promised the judge to comply with the law. The Bureau has pursued the policy of acquainting the accused persons with the functions of the Bureau; of calling their attention to the law governing the matter of publicity where such abuses continued; and, where persons violating a law were agents of others, of notifying their principal of such violations, asking his co-operation, or the removal of the agent. As the work of the Bureau goes deeper into the intrenchments of the exploiters, prosecutions will be increasingly numerous, but thus far there has been a disposition to comply with its orders, through an unvarying use of the methods mentioned.

The most difficult cases have been where the complainant has had no remedy at law, but where unquestionably a wrong had been committed. Frequently the only compensation the Bureau could make was to place him in relation with agencies and persons who would give him a new grip on life and enable him to obtain a fairer valuation of employers, friends and associates. It has also secured the passage of laws wherever the abuses were widespread, worked great hardship and the injured person was without redress.

Of the 515 complaints, 155 related to transportation, 172 to industrial matters, 37 to legal affairs, 112 to savings, 9 to domestic relations and 30 were classified as miscellaneous.

Transportation.— The 155 complaints related to the sales of tickets by steamship ticket agents and peddlers, and to their representations concerning them; to runners and porters; to exploitation on the docks; to transfer companies; and to emigrant hotels. Illustrative of these cases are the following: By hotels: high rates charged to aliens in advance, sometimes for a period of three or four days; over-charges for train lunch boxes; detention of baggage; and assault on refusal to pay charges. By transfer companies: special rates instead of regular rates. One company took up the baggage checks of aliens on the train and issued an office check for 25 cents, even when the transfer for the baggage

was already arranged for. When aliens called for their baggage they had to pay the 25 cents even when they carried their baggage out of the railway baggage room. By steamship agents: misrepresentation as to time of sailing; length of passage; and issuing orders over lines for which they were not authorized or for vessels which had already sailed. By railways: the acceptance of graft by emigrant agents at stations for diverting aliens. By porters and runners: larceny; diverting immigrants from their destination; soliciting and withholding tickets; demanding extra fees; and exchanging fraudulent bills for American money.

Industrial.— The 172 complaints related to employment agencies, personal injuries, child labor, labor camps, wages and contract labor. Illustrative of these are the following: By employment agencies: stranding men in places where no positions existed; misrepresentations as to employment, work and wages; and misleading advertisements. The personal injury cases were largely wage earners of families and included complaints regarding unprotected machinery; inability to recover from the company for injuries received; malpractice by physicians; refusal of a company to keep an agreement after recovery from accident; and unprotected freight yards in city limits. The child labor cases were of immigrant girls employed in domestic service. The labor camp cases included bad living conditions and exploitation by padroni. A large percentage of the wage cases were of men employed in labor camps. The contract labor cases were of aliens employed as skilled workmen and were referred to the Federal authorities.

Legal Affairs.— The thirty-seven complaints related to notaries public, lawyers, and collection agencies and information bureaus, which are covers for legal services performed by unqualified persons. All of these agencies committed frauds and caused no end of difficulties by preparing worthless documents. The most serious abuse lies in the issuing of blank powers of attorney. Once in possession of such a paper, the "legal adviser" sells the alien's property in the home country, collects the amounts due him and is frequently a party to frauds, where the signing of deeds and documents is an essential part of what the alien intended to be a bona fide business transaction.

Savings.— The 112 complaints related to money given bankers and steamship agents for transmission, to delays in the transmission or non-arrival of such funds after months of delay, to investments in real estate and homes remote from civilization and ill adapted to the needs of a workingman with small means. In one instance an employment agent, as a condition to furnishing employment, accepted deposits from servant girls, and in court endeavored to establish these deposits as "loans." He eventually paid all claims of persons whose cases were brought to the Bureau. In another instance, the deposits of workmen were retained by the banker and not sent, in order to satisfy the claim of the banker that the depositor kept the money collected while engaged in "distributing" liquor illegally for the banker in a labor camp. The method of obtaining the savings of newly arrived aliens by offering them partnerships in business and then "freezing them out" by claiming that the business does not pay, is very common; so also are similar methods used by so-called "business exchanges" which pretend to sell the small businesses which aliens have acquired.

The frauds carried on by means of the sale of merchandise, especially cheap jewelry and articles the alien desires as soon as he begins to save, are numerous. These are widely advertised in foreign language newspapers, and a number of complaints have been referred to the postal authorities and such advertising stopped.

Domestic Relations.— It was anticipated that the Bureau would deal to a large extent with domestic troubles and white slavery. On the contrary, few of the complainants have been women. The complaints indicate that the burden of exploitation is being borne by men, though the members of their families share it, and that it bears most heavily on the nationalities which have been coming more recently, of which the majority are unskilled laborers. There have been but six complaints involving questions of desertion, non-support and abuse. This indicates that the societies and courts which deal with domestic relations problems have the matter well in hand. Early in the year the problem of families deserted in foreign countries by aliens who remarry in this country was brought to the atten-

tion of the Bureau in some unusual cases of hardship. The matter was taken up with various consuls and organizations and it is clear that upon application for a marriage license, satisfactory evidence should be required of aliens to the effect that there is no wife in the old country. No legislation has been formulated, but, in view of the large number of men who come to this country unaccompanied by their families and who remarry here, it is highly desirable that this matter should be discussed. There were three cases of white slavery, all of which affected girls here less than three years, and which were therefore referred to the Federal Government.

Miscellaneous.— Under this heading have been included thirty miscellaneous cases. The most serious of these were twelve complaints against immigrant homes. These have included charges that girls were being sent out to places or persons unknown to the home; that the addresses of girls were being withheld from their relatives and friends and their whereabouts not known to them; that money deposited with the home was withheld; that money was accepted for transmission, though the home did not comply with the Banking Law; and that immigrants were mistreated by the managers. One case of a midwife engaged in immoral practices, and using the mails, was dealt with. There were two complaints against hospitals for malpractice and bad treatment. In four instances, it was necessary to start action on the bonds to induce the employment agent to make good the losses incurred by aliens in going to remote places for work, where none apparently existed or the conditions were misrepresented. The other cases related to exploitation through payments for furniture on the instalment plan, and controversies in matters of rent and adoption papers. The two complaints against benefit societies, one of which had headquarters in Ohio, show that this is a favorite method of offering insurance to aliens, obtaining initiation fees and dues and then for various reasons evading payments of insurance. In the case of the Ohio concern, the society was incorporated and was doing business through so-called branches all over the country, dues being collected for benefits which were never paid. The Department of Insurance in Ohio started an inquiry and wound up its affairs, and the society was found violating the New York State

Insurance Laws and a warrant obtained for the resident promoter who disappeared. Of the six cases of deportation, two were requests for deportation by persons who have failed; two were inquiries about persons who were being detained or about to be deported; one was the prevention of the deportation of a young woman who had been assaulted and was in the hospital, but it was found that she could obtain work and had friends and relatives to keep her and that her character was of the very best. In the last case, $25 had been charged by a foreign newspaper for assisting to obtain the release of an immigrant deported on the day the money was demanded for the service to be performed.

V

SUMMARY OF RECOMMENDATIONS

V

SUMMARY OF RECOMMENDATIONS[1]

State

That free employment bureaus be established in the various industrial centers in the State for the distribution of unskilled workers from congested centers.

That there be State supervision of both pay and free employment agencies.

That the one and a quarter cent immigrant fare law be repealed, as all such matters are now under the Public Service Commission and Interstate Commerce Commission.

That the law regulating bookers, which is unenforceable and does not apply to present conditions, be repealed.

That the Immigrant Lodging Place Law be extended to temporary labor camps.

That minimum requirements for housing and sanitation be inserted in all future public contracts to be let by the State.

That legislation closing shoe shining parlors one day or one-half day each week be enacted.

That the Penal Law be amended, so as to prohibit use of puzzles and similar devices in advertising real estate, and prohibit the giving of clear titles when a purchase money mortgage exists.

That an investigation be made by the State of the insurance departments of benevolent and fraternal societies, especially those doing an interstate business.

That the Lottery Law be amended so as to cover raffles.

That there be created a Camp School Bureau or Commission to deal with the educational needs in immigrant colonies and camps.

That the Executive Law be amended so as to include the regulation of the practices of notaries public.

That aliens marrying in this country be required to furnish satisfactory proof that there is no wife living in the home country.

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[1] Chart X.

FEDERAL

That the powers of the Division of Information of the Bureau of Immigration, of the Department of Commerce and Labor, be extended so as to cover more fully distribution and protection.

That the Federal Government regulate and license labor bureaus which furnish labor to persons and corporations doing an interstate business.

That the Federal Steamboat Inspection Service regulations be extended so as to include measures for the comfort and welfare and protection of passengers on board coastwise vessels.

That the discriminations in immigrant rates between steerage and second cabin west-bound passengers be removed.

That there be an investigation of the naturalization service, including a consideration of the restriction of naturalization to Federal courts and the appointment of judges for purposes of naturalization who will serve throughout the State.

That the Federal Government, in addition to the names now sent from the port of New York, furnish the Bureau with the names and addresses of all alien children destined to this State from ports other than New York.

That some means be devised of lessening the number of erroneous, misleading and non-existing addresses now recorded on the manifest sheets of aliens arriving in this country.

That the regulations of the Bureau of Animal Industry of the Department of Agriculture be amended so as to remedy existing abuses in the matter of the employment of cattle attendants.

MUNICIPAL

That the charter provision regulating runners be repealed and ordinances passed regulating runners and porters under a uniform law under the Bureau of Licenses, with sufficient appropriations therefor.

That the ordinances requiring declaration of intention to engage in business be abolished or made uniform, and that enforcement be consistently rigid.

That classes in English and civics for adult foreigners in the public schools be extended to cover night workers who cannot attend night schools.

BUSINESS

That business organizations extend their welfare work to immigrant sections in small communities, camps and colonies.

That the transit lines, rail and steamship, establish a transfer company for the safe transit of alien through passengers from rail to steamship lines and vice versa, across the city of New York.

That the transportation lines and shippers abolish the present method of obtaining cattle attendants and coal passers and engage their employees directly through their own agencies.

That contractors and employers of unskilled labor, especially transportation lines, abolish the padrone system whereby men are furnished in return for the privilege of housing and feeding the men so furnished to such employers, and that temporary quarters on all public contracts be erected and rented by the employer directly.

PHILANTHROPY

That welfare and educational work be extended to small communities, camps and colonies throughout the State.

That friendly visiting by Americans of newly arrived aliens be made a systematic part of the immigration work of such societies and organizations.

That patriotic societies extend their educational work in civics, history and government to aliens.

That the matter of schools, recreation, libraries and other educational needs of aliens receive attention from organizations engaged in this work among Americans.

That an experimental school of citizenship be established.

FRANCES A. KELLOR,
Chief Investigator.

APPENDICES.

APPENDIX I

Protection of Unemployed.

§ 950. **False statements in regard to employment.** Any person, firm, association or corporation, or any employee or agent thereof, who makes to any person furnishing or seeking employment any statement which is false, knowing the same to be false, in regard to any employment, work or situation, its nature, location, duration, wages, or salary attached thereto, or the circumstances surrounding the said employment, work, or situation, or who shall offer or hold himself out as in a position to secure or furnish employment without having an order therefor or such employment to be filled or shall misrepresent any other material matter in connection with said employment, work, or situation, and by reason of such statement, offer, holding out or misrepresentation, any person shall seek the employment, work or situation, in respect to which such statement, offer, holding out or misrepresentation was made, shall be guilty of a misdemeanor.

§ 2. This act shall take effect immediately.

APPENDIX II

Steamship Ticket Laws.

§ 150. **Licenses to sell transportation tickets or orders for transportation to or from foreign countries.** No person, firm, or corporation, other than railroad companies or the agents of such railroad companies or steamship companies duly appointed in writing, shall hereafter engage within this state in the sale of steamship tickets or orders for transportation to or from foreign countries or shall advertise or hold themselves out as authorized or entitled to sell such steamship tickets or orders for transportation without having first procured a license to carry on such business from the comptroller. Such license shall be granted on an application designating the place where the business for which a license is sought is to be carried on, and shall be accompanied by satisfactory proof by affidavit of good moral character. Such license shall be granted upon the payment to the comptroller of a fee of twenty-five dollars, and shall be renewed on payment of a like fee annually. Every license shall contain the name of the licensee, a designation of the city, street and number of the house in which the licensee is authorized to carry on business, and the number and date of such license. Such license shall not be transferred or assigned, nor authorize the licensee or his agents to transact business or to advertise or hold himself or themselves out as authorized and entitled to transact such business at any place other than that designated in the license, except with the written approval of the comptroller. The license shall run to the first day of September next ensuing the date thereof, and no longer, unless sooner revoked by the comptroller.

§ 2. This act shall take effect September first, nineteen hundred and eleven.

§ 1563. **Advertising as agent, without written authorization, false or misleading information.** No person issuing, selling or offering to sell any pas-

sage ticket or any instrument giving or purporting to give any right, either absolutely or upon any condition or contingency, to a passage or conveyance upon any vessel, or a berth or stateroom in any vessel, shall hold himself out to be or advertise himself in any way as the agent of the owner or consignees of such vessel or line, unless he has received authority in writing therefor, specifying the name of the company, line or vessel for which he is authorized to act as agent and the city, town or village, together with the street, and the street number in which his office is kept for the sale of tickets, and unless such written authorization is conspicuously displayed in such office. Provided that this section shall not apply to the sale of passage tickets on board any such vessel or to the offices of the actual owners or consignees of such vessel. No person issuing, selling or offering to sell or holding himself out as being authorized to sell any such passage ticket or instrument giving or purporting to give any such right to passage or conveyance shall give or cause to be given any false or misleading information or shall print, publish, distribute or circulate or cause to be printed, published, distributed or circulated any false or misleading advertisement, circular, circular letter, pamphlet, card, hand-bill or other printed paper or notice in regard to said passage, ticket or instrument or the passage or voyage to which it entitles or purports to entitle its owner, purchaser or holder or line over which, or the vessel for which such passage is sold or offered or as to his agency for such line or vessel.

§ 2. This act shall take effect September first, nineteen hundred and eleven.

APPENDIX III

Soliciting Steamship Tickets.

§ 1572. **Soliciting the surrender of tickets a misdemeanor.** Any hotel, boarding-house, lodging-house or restaurant owner, proprietor, manager, clerk or other employee or any runner, guide, porter or solicitor who solicits in any manner any immigrant or steerage passenger inward or outward bound, having a railroad or steamship ticket, order or other instrument entitling or purporting to entitle such passenger to transportation or conveyance on any railroad or steamship, to surrender such ticket, order or other instrument to such hotel, boarding-house, lodging house or restaurant owner, proprietor, manager or other employee or to any runner, guide, porter or solicitor or any other person for the purpose of detaining any such immigrant or steerage passenger in any such hotel, boarding-house, lodging-house, or restaurant, shall be guilty of a misdemeanor.

§ 2. This act shall take effect September first, nineteen hundred and eleven.

APPENDIX IV

Rules Prescribed by the Collector of Customs for the Guidance of Hotel and Boarding House Representatives Holding Passes to Piers

1. These rules apply to the owners, agents, lessees and employees of all hotels, and to any other persons or organizations admitted to the piers of the port of New York for the purpose of soliciting, or who there solicit, the patronage of second cabin passengers.

2. No one to whom these rules apply shall have any business relations, direct or indirect, with any steamship "Landing Agent" or other steamship agent boarding incoming vessels at, or prior to reaching, the pier. This

includes prohibition of payment or receipt of commissions or gratuities in whatsoever form in return for securing patronage for the hotel.

3. Passengers whose patronage is solicited hereunder shall be conducted to their destination in New York City without unnecessary expense, the sum in no event to exceed the prescribed charges in relation to public vehicles, guides, runners, etc. No guide, runner or booker shall be employed who is not duly licensed.

4. Passengers desiring to proceed to points beyond New York City shall not be induced on any false pretext to remain over at a hotel; as, for instance, those holding "orders" for railroad transportation shall not be told that they must spend a night in New York City pending exchange of such orders for tickets where such exchange can be accomplished without such delay.

5. So far as practicable disputes arising on the pier between hotel representatives and alien passengers must be referred to some Government official for settlement.

6. All charges at hotels must be conspicously posted at the office (and in each of the rooms), such charges to include rates charged for vehicles, guides and transferring baggage, a copy thereof to be filed with the Collector. Articles of merchandise may be sold only at reasonable prices to be posted.

7. Advance payment shall not be required for more than one day's board and lodging. And to such as make advance payments and leave before the board or lodging to which they relate have been fully enjoyed, a proper rebate shall be allowed.

8. Passengers who after reaching hotels desire to proceed to points beyond New York City shall be given correct advice as to routes, etc. All reasonable precautions shall be taken to protect guests from imposition, coercion, misrepresentation and misinformation of every kind while at, on the way to, or departing from a hotel.

9. Books shall be kept accessible at any time to the Collector showing all financial transactions had with the passengers.

10. All alien guests who have complaints to make relating to the violation of any of these rules shall be informed that they may submit them in writing to the Collector at the Custom House, New York City.

11. The violation of any of the foregoing rules will result in cancellation of the dock permit and all privileges to the hotel or boarding house represented by such dock permit for such period as the Collector may direct.

APPENDIX V.

Licensing of Immigrant Lodging Places.

§ 156-a. **The licensing and regulation of immigrant lodging places.**

1. No person shall hereafter, directly or indirectly, own, conduct or keep an immigrant lodging place without having first obtained from the commissioner of labor a license therefor. Before receiving such license the applicant therefor shall file with the commissioner of labor, in such form as he may prescribe, a statement verified by such applicant, or if said applicant is a corporation, by one of its officers, designating the location of the immigrant lodging place for which a license shall be requested, and specifying the number of boarders or lodgers received by said applicant at any one time during the year preceding such application at the place for which a license is sought,

or if no business shall have previously been conducted at said place the maximum number of boarders or lodgers which it will accommodate. With such application there shall be presented to the commissioner of labor proof of the good moral character of the applicant, and in case such applicant is a corporation, of its officers, and in addition thereto a bond to the people of the state of New York, with two or more sureties or of a surety company approved by the commissioner of labor, conditioned that the obligor shall obey all laws, rules and regulations applicable to such immigrant lodging place prescribed by any lawful authority, and that such obligor shall discharge all obligations and pay all damages, loss and injuries which shall accrue to any person or persons dealing with such licensee, by reason of any contract or other obligation of such licensee or resulting from any fraud or deceit, conversion of property, oppression, excessive charges, or other wrongful act of said licensee or of his servants or agents in connection with the business so licensed. Where the number of boarders or lodgers specified in said application shall not exceed ten persons the penalty of said bond shall be one hundred dollars, where it shall be more than ten and less than fifty persons it shall be two hundred and fifty dollars, and where the number shall be more than fifty it shall be five hundred dollars. Any person aggrieved may bring an action for the enforcement of such bond in any court of competent jurisdiction. On the approval of the application for said license and of the bond filed therewith the commissioner of labor shall issue a license authorizing the applicant to own, conduct and manage an immigrant lodging place at the place designated in the application and to be specified in the license certificate. For such license the applicant shall pay to the commissioner of labor a fee of five dollars where the number of boarders or lodgers stated in the application does not exceed ten, a fee of ten dollars where such number exceeds ten and does not exceed fifty, and a fee of twenty-five dollars where such number exceeds fifty. Such license shall not be transferable without the consent of the commissioner of labor, nor authorize the conduct of an immigrant lodging place on any other premises than those described in the application. Such license shall be renewable annually on the payment of a fee based on the maximum number of boarders and lodgers received by the licensee at the place licensed during the preceding year. The commissioner of labor shall keep a book or books in which the licenses granted and the bonds filed shall be entered in alphabetical order, together with a statement of the date of the issuance of the license, the name or names of the principals, the place where the business licensed is to be transacted, the names of the sureties upon the bond filed and the amount of the license fee paid by the licensee.

2. Every licensee shall keep conspicuously posted in the public rooms and in each bedroom of the place licensed a statement printed in the English language and in the language understood by the majority of the patrons of said place, specifying the rate of charges by the day and week for lodging, for meals supplied, for the transportation of passengers and baggage, the services of guides, and other service rendered to such patrons. No sum shall be charged or received by or for the licensee in excess of such posted rates for any service rendered, and payment shall not be enforceable for any charge in excess of such rates. A copy of the rates so posted shall be filed by the licensee with the commissioner of labor, and no increased

rate shall be charged or received until a revised schedule showing such increase shall have been filed with the commissioner of labor. Every such licensee shall likewise file with the commissioner of labor a list specifying the names and addresses of every person employed by such licensee as a runner, guide or other employee, and showing whether such person is employed at a salary or on commission.

3. A license granted hereunder shall be revocable by the commissioner of labor on notice to the licensee and for cause shown.

4. The term immigrant lodging place as used in this section includes any place, boarding house, lodging house, inn or hotel where principally immigrants or emigrants while in transit, or aliens are received, lodged, boarded or harbored, which shall not include any place maintained or conducted by a charitable, philanthropic or religious society, association or corporation. Nothing contained herein shall be held to apply to temporary sleeping quarters in labor or construction camps.

5. Any person or any officer of a corporation owning, conducting or managing an immigrant lodging place without having obtained from the commissioner of labor a license therefor, or who shall carry on such business after the revocation of a license to carry on such business, or who shall violate any of the provisions of this section, shall be guilty of a misdemeanor.

6. The license fees collected hereunder shall be paid to the comptroller and shall constitute a fund to be used in the joint discretion of the comptroller and commissioner of labor for the expenses necessary for carrying out the provisions of this section.

§ 2. This act shall take effect on September first, nineteen hundred and eleven.

APPENDIX VI

Rules and Regulations for Immigrant Lodging Places.

The following rules and regulations have been formulated by the Bureau of Industries and Immigration for the conduct of immigrant lodging places, as provided in chapter 845 of the Laws of 1911:

APPLICATION OF THE LAW

1. Any place, boarding house, lodging house, inn or hotel, where aliens or principally transient emigrants or immigrants are received, lodged, boarded or harbored within the State, including all receiving stations for aliens as well as all lodging places and company houses where rental is charged per bed or space, but excluding temporary sleeping quarters in labor and construction camps and places conducted by charitable, philanthropic and religious societies.

2. Any place, boarding house, lodging house, inn or hotel conducted by any employer of boys who work in shoe shining parlors or in peddlers' trades where the employees received in such place are principally aliens.

3. Any place, boarding house, lodging house, inn or hotel where principally immigrants or emigrants are lodged while in transit, regardless of length of their sojourn in this country. This includes all transfer houses and places where transient immigrants or emigrants are lodged, received or harbored.

4. Any place, boarding house, lodging house, inn or hotel where principally unemployed aliens are lodged either while waiting for employment or after the termination of their employment.

5. A labor or a construction camp is one where laborers, principally aliens or immigrants, congregate or are concentrated for the purpose of carrying on seasonal work or which is conducted in conjunction with the construction of public works, public buildings or the improvement of highways. Temporary sleeping quarters in such camps are such as shall during a period of not more than ninety days be devoted to the sole purpose of affording sleeping accommodations.

6. A lodger, as distinguished from a tenant, is one who has such use or enjoyment of premises or a part thereof which does not exclude the entry or control of the owner.

APPLICATION FOR LICENSE.

The undersigned desiring a license to conduct an immigrant lodging place in accordance with chapter 845 of the Laws of 1911, hereby makes the following statements for the purpose of conforming with the requirements of said act, and to induce the Commissioner of Labor to grant said license:

1. Name of applicant. Locality.
2. Address at which lodging place is to be conducted.
3. If a corporation, give the names of officers and directors.
4. Nationality. Principal nationalities of lodgers.
5. Are any branches to be established?
6. How long has applicant been in lodging place business?
7. Name and address of owner of premises.
8. Description of premises.
9. Kind of lodging place. State fully whether lodging only is furnished, lodging and meals, or only meals.
10. Number of rooms in quarters owned or rented by applicant.
11. Number of persons in applicant's family. How many are under 14 years of age?
12. Will the applicant reside at the lodging place?
13. Number of rooms used exclusively for members of family.
14. Number of rooms used exclusively for lodgers.
15. Number of persons to be accommodated in each room.
16. Greatest number of lodgers applicant will accommodate at any one time during the year for which license is to be issued.
17. Total number of beds now in lodging place, single, double, bunks.
18. Greatest number of lodgers accommodated at any one time for year ending September 1, 1911.
19. Specify the rates to be charged for lodging only, per day, per week, per month.
20. Specify the rates to be charged for meals only, per day, per week, per month.
21. Specify the rates to be charged for cooking only where provisions are furnished by lodgers or boarders, per day, per week, per month.
22. Specify the rates to be charged for board and lodging, per day, per week, per month.
23. Specify the rates to be charged for baggage transfer, per piece.
24. Specify the rates to be charged for guide service.
25. Specify any other charges to be made.
26. Specify any other business to be transacted on premises to be used for lodging purposes.

27. Specify any privileges let to peddlers, storekeepers, liquor dealers, agents, etc.

28. Do you accept money or valuables from lodgers for safekeeping or for transmission?

29. Do you sell rail or steamship tickets, and over what lines?

30. If applicant is engaged in other lines of business, specify the same.

31. Give the names and addresses of all guides, runners or porters employed.

32. Give names of other employees.

33. State whether employees receive salaries or commissions, or both.

34. Are any inspections made of your premises, and by what authorities?

BOARD, FEES, RATES, ETC.

Upon receipt of an application for a license in the foregoing form, an inspection shall be made of the premises as far as practicable, by an investigator from the Bureau of Industries and Immigration, to determine the suitability of such premises for a lodging place, and whether such place has complied with State and municipal regulations, including all fire, building and health laws.

Upon a favorable report regarding the premises, the approval of the application, and satisfactory proof of good moral character of the applicant, a license shall be granted on the following conditions:

1. There shall be submitted to the Commissioner of Labor a bond with two or more sureties, or of a surety company, in the sum of $100 where the number of lodgers is less than ten; $250 where the number of lodgers is less than fifty; and $500 where the number exceeds fifty. The maximum capacity of the lodging place shall be the basis for determining the amount of the bond.

2. Upon approval of the bond, a license will be granted upon payment of the license fee, as follows: $5 where the number of lodgers does not exceed ten; $10 where the number does not exceed fifty; and $25 where the number exceeds fifty. The maximum capacity of the lodging place stated in the application shall be the basis for determining the amount of the fee. This fee is payable annually upon the date of the issuance of the first license, and each year thereafter upon the corresponding date.

3. If at any time the capacity of such immigrant lodging place shall exceed the maximum capacity stated in the application, or the number shall have been found to have been misrepresented, or a greater number of lodgers is being lodged in one room than specified as the maximum in the application, action may be taken by the Department of Labor to compel the giving of a proper bond and the payment of the proper fee or to revoke the license, unless due notice of such change shall have been given to the Commissioner of Labor.

4. No license shall be transferred without the consent of the Commissioner of Labor, nor shall the license be good for any place other than that named in the license, without the consent of the Commissioner.

5. Rates of charges for board, lodging, meals, transportation of passengers and baggage services of guides and all other services shall be posted conspicuously in the public room and bed rooms of each lodging place. These shall be countersigned by the Commissioner of Labor, and no rate other than that filed with the Commissioner of Labor and so countersigned shall be

charged, unless due notice in writing is first given the Commissioner of Labor and the new rate is duly posted. These rate cards shall be printed in the English language and in the language understood by the majority of the patrons of the place, and will be furnished free of charge by the Department of Labor with the license. This is done to assure uniformity and to save small lodging houses the expense of printing rate cards. Applicants preferring to print their own rate cards shall first submit the same for approval to the Department of Labor. Failure to post rates as required is a misdemeanor and a sufficient ground for revocation of license. Mutilation of such rate cards and failure to notify the Department of Labor of their removal, loss or mutilation and to replace such cards, shall be sufficient cause for revocation of the license.

6. Four hundred cubic feet of air space, equaling about 7 x 7 feet, with 2 feet between the beds is the standard adopted by the Board of Water Supply for the aqueduct labor camps, and this is recommended as the minimum standard to be adopted by applicants for licenses.

A LICENSE SHALL BE REVOCABLE IN ANY ONE OF THE FOLLOWING CASES:

1. Upon proof that the licensee is not a person of good moral character or that the place maintained by him is disorderly or a public nuisance.

2. Upon proof of any fraudulent or false statement knowingly made and contained in the application for a license.

3. Upon proof that the licensee is violating any of the laws, rules and regulations applicable to the place conducted by him including municipal ordinances relating to health, fire, buildings and safety and such State laws as are applicable thereto.

4. Upon proof of fraud, extortion, conversion of property, oppression or wrongful acts committed in relation to those dealing with such place.

5. For the transfer of a license or the establishment of a branch lodging house without a license.

6. For failure to post rates, or to make payment of the annual fee.

7. For any other good cause shown which results or tends to result in injury to the patrons of such lodging place.

In every instance there will be afforded to a licensee notice and an opportunity for a hearing before the revocation of his license.

APPENDIX VII

Complaints of Aliens in Transit.

STATE OF NEW YORK, }
COUNTY OF NEW YORK. } *ss.:*

Johanna Wojick, being duly sworn, deposes and says:

That she now boards at the Steamship Passenger Transfer Co., 30 Desbrosses street, New York City. That on or about November 20, 1911, she purchased a steamship ticket from M. Ginsburg & Son, 635 West Twelfth street, Chicago, Ill., for steamer "George Washington" sailing from New York to Bremen on November 23, 1911. That after arriving at the New York Central railroad terminal on the 11 P. M. train, she went to the Steamship Passenger Transfer Co., where she remained until the day of sailing.

That after having her baggage checked, she arrived on Pier No. 2, of the North German Lloyd Line, at Hoboken, N. J., where the S. S. "George Washington" was docked, on November 23, 1911, at 7 A. M. That after waiting several hours she, together with about sixteen other passengers, was informed by a runner of the Steamship Passenger Transfer Co., that she could not sail on this steamer, as all the steerage quarters were already occupied. That about 800 men and women were left on the pier thus unable to embark.

Deponent further states that she was forced to pay seventy-five cents for the night's lodging by the Steamship Passenger Transfer Co., although her ticket was fully prepaid, and that to her personal knowledge every man in her party was charged fifty cents for the night's lodging.

Deponent states further that she had to pay fifty cents to the same company, which amount she was told was for stamping her ticket, although her ticket was not stamped and she was left behind.

her
(Signed) JOHANNA X WOJICK.
mark.

Sworn to before me, this
23d day of November, 1911.
(Signed) CHAS. M. HOFFMAN,
Notary Public, New York county.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } ss.:

Konistrakt Kahanko, Jacob Fedosink, and Kaprian Bondaruk, being duly sworn, depose and say:

That deponents are natives of Poland and have been in the United States, three, three and a half and two years respectively.

That on Friday, October 7th, 1910, at about 9 A. M. they arrived at Jersey City, N. J., via the Pennsylvania Railroad from Chicago; that deponents were met by two men, who conducted them to Keller's Hotel, at 335 Spring Street, New York City; that deponents had previously purchased in Chicago from Ginsburg & Sons, of that city, tickets entitling deponents to steerage accommodations and passage on the Hamburg American Line steamer sailing October 8, 1910; that on purchasing said tickets, the said M. Ginsburg & Sons, provided deponents with buttons, bearing the name and address of Keller's Hotel, above mentioned, which buttons deponents wore throughout the trip.

Deponents further say that at Hotel Keller the tickets were taken away from them and that they spent one night in the said Hotel, but ate no meals there; that at 7:30 A. M. the following day, they were asked to pay three dollars each for accommodations consisting of this one night's lodging; that when deponents refused to pay this amount, the price was reduced to $1.00, fifty cents each; that they still refused to pay, claiming that the charge was exorbitant; that in consequence of such refusal, their tickets and baggage were withheld from them; that during the argument the aforesaid Jacob

Fedosink was assaulted by a representative of said Keller's Hotel, who struck said Jacob Fedosink in the face with his fist; that the aforementioned Konistrakt Kahanko interfered, and was also assaulted by representatives of said hotel, who then forcibly ejected deponents from the building; that deponents lingered in the vicinity and at 9:10 A. M. were called back into said hotel and upon payment of fifty cents each, their baggage and tickets were delivered to them.

Deponents further say that in consequence of the delay occasioned by the occurrence above related, they missed their steamer for which they held tickets as the said steamer sailed at 9 A. M.

That the above statement has been read to deponents in the Polish language by an interpreter, and that deponents fully understand its contents.

X KONISTRAKT KAHANKO,
X JACOB FEDOSINK,
X KAPRIAN BONDARUK.

Sworn and subscribed to before me
this 10th day of October, 1910.
(Signed) HOWARD R. DOTY,
Certificate registered in N. Y. County.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } *ss.:*

Walenty Kowalik, being duly sworn, deposes and says:

That he arrived this morning from Depew, N. Y. That on December 1, 1911, he purchased steamship ticket No. 132878 for steamer "St. Louis," sailing from New York to Hamburg on December 3rd, 1911, from steamship ticket agent Matthew Kopczinsko, Depew, N. Y. That on arriving at the Lackawanna R. R. terminal on the 6:30 A. M. train, he went to the dock of the American Line, where he remained until the steamer sailed.

That after waiting several hours he (together with about 200 other passengers) was informed by a clerk of the steamship company, that he could not sail on this steamer, as all the steerage quarters were already occupied. That about 200 men and women were left on the pier thus unable to embark.

Deponent further states that his trunk which he gave to the Westcott Express Co., in Depew, N. Y., arrived in time at the dock. That he saw the trunk on the dock (Westcott check number 91722). That later on he missed his trunk, and when he asked the clerk of the company about it, he was told to show the receipt upon his arrival on the other side and they would attend to it and help him find his trunk. That he is a carpenter by trade, and that all his clothes and his tools were in this trunk.

(Signed) WALENTY KOWALIK.

Subscribed and sworn to before me,
this 2d day of December, 1911.
(Signed) L. C. WAGNER,
Special Investigator,
Bureau of Industries and Immigration,
Department of Labor.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } ss.:

Pasquale Vecchiavalli, being duly sworn, deposes and says:

That he came in from Bridgeport, Conn., this morning. That on or about November 20, 1911, he purchased steamship ticket No. 81414 for steamer "Duca d'Aosta" sailing from New York to Naples on November 25, 1911, from steamship ticket agent Luigi Manzi & Company, Bridgeport, Conn.

That he checked his baggage to Pier 74, of the Navigazione Generale Italiano, where the steamer "Duca d'Aosta" was docked. That after waiting several hours he (together with about eight other passengers) was informed by an employee of the steamship company, that he could not sail on this steamer, as all the steerage quarters were already occupied.

That a person, whom he believes to be Raffaele Prisco, said he could help him out and could get his ticket stamped if he would give him $5 for it. That he then gave him a $5 bill as requested, together with his steamship ticket.

That while waiting for his ticket, Mr. Prisco was approached by an officer (the person writing this) who spoke to him about taking money for getting tickets stamped. That the said Prisco then threw the ticket and the $5 bill at deponent. The two other persons also gave the said Prisco $5 a piece and Prisco then got their tickets stamped. That he is now unable to sail and has some of his baggage on board and knows no one in New York.

(Signed) PASQUALE VECCHIAVALLI.

Sworn to before me, this
25th day of November, 1911.
(Signed) JOSEPH MAYPER,
Special Investigator,
Bureau of Industries and Immigration,
Department of Labor.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } ss.:

Richard Pierre, of the Mills Hotel, Seventh avenue and Thirty-sixth street, New York city, being duly sworn, deposes and says:

That on November 29, 1911, he purchased a railroad and steamship ticket from the ticket office of the Canadian-Pacific railroad at Saskatoon, Sas., Canada, and that he left the same day for New York; that he arrived in New York City at the Grand Central station on Sunday, December 3d, at 7:26 A. M.; that he had a steamship ticket for the French steamer "La Lorraine" sailing from New York for France on December 7, 1911; that he walked along the streets of New York until 11 A. M., when he returned to the Grand Central station; that he remained at the station until 12 noon, and again left for the street; that on Forty-second street between Lexington avenue and Fourth avenue, he was accosted by a young man of about twenty-seven to thirty years of age, five feet, seven inches in height, slim built, clean shaven, wearing a dark suit of clothes and cap; no overcoat; that this man showed him a bill marked "fifty" and asked him to change it for him; that deponent refused to do so, saying that he had no money; that the man followed him up to Fifth avenue and asked deponent to give him as much money

as he had; that on Forty-second street, in front of the Carnegie Library, deponent gave the man fifty ($50) dollars, in one and two Canadian and American dollar bills; that in return therefore the man gave a bill marked "fifty dollars," issued by the Merchants and Planters' Bank of Georgia, and dated July 3, 1856. That all this happened between the hours of noon and 1 P. M.

Deponent further states that he returned to the station and at about 5:30 P. M. he was accosted on the corner of Lexington avenue and Forty-second street, by a colored man wearing a uniform cap, whom deponent asked for residences of Belgian people with whom he could stop for the night; that the colored man gave him an envelope marked "Ocean Travellers' Transfer Company, 193 Tenth avenue," and asked him for fifty-three (53¢) cents, saying that this was his fee for information. That deponent paid fifty-five (55¢) cents and was placed by the colored man on a crosstown car on Forty-second street; that he went to the Ocean Travellers' Transfer Company, but they sent him to Keller's Hotel, 385 West street, which wanted to charge him $1.50 per day for board and lodging; that he then went uptown again and entered a restaurant on Forty-second street; that he then presented the above-mentioned ($50) dollar bill to be changed, but he was told by the cashier that the bill was "no good"; that on Monday afternoon he called at the Belgium consulate and explained the occurrence of the previous day and that the vice-consul referred him to the State Bureau of Industries and Immigration.

On the same day, between 7 and 8 P. M., accompanied by Mr. Samuel M. Auerbach, he called at the offices of the Westcott Express Company, situated in the Grand Central terminal, and presented his railroad baggage check to the man in charge, saying that he wanted to take something out of his trunk; whereupon he was informed that he had to place the order for the transfer of the baggage before he could examine his trunk; that deponent replied he was sailing for France on the steamer "La Lorraine," leaving New York on December 7th; that the baggage man called another man from the office and said something to him and the second man accompanied deponent to the baggage room where he located the trunk; that the second man told deponent there was a charge of twenty-five (25¢) cents for storage to be paid, as the baggage had been placed in the storage room on December 3d, at 9 A. M.; that they returned to the office of the express company and the man to whom deponent had first spoken, asked him for sixty-five (65¢) cents, saying that forty (40¢) cents was for the transfer of the baggage and twenty-five (25¢) cents for the first twenty-four (24) hours' storage charge; deponent paid the sixty-five (65¢) cents and received a receipt from the company dated December 4th, signed for the company as "Brand" and with printed number as F-49041, and with number written in pencil as C Pac 115280.

Deponent again accompanied by Mr. Samuel M. Auerbach, left the station and on Lexington avenue and Forty-second street, was accosted by a young man of about twenty (20) years of age, wearing a uniform cap; that this man asked deponent in the German language in a commanding tone, where he was going, whereupon deponent told him that it was none of his business; the man insisted upon seeing his address, saying that he was from the company and had a right to ask for his address; that deponent asked him to show him his business card or card of authorization of the company, where-

upon the man took from his pocket two postal cards on which a picture of large buildings could be seen and explained that this was the place to which he was going to conduct him; that Mr. Samuel M. Auerbach interrupted deponent's conversation and said something to the man which deponent could not understand.

(Signed) RICHARD PIERRE.

Subscribed and sworn to before me,
this 5th day of December, 1911.
(Signed) CHAS. M. HOFFMAN,
Notary Public, New York County.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } *ss.:*

Istvan Fodor and Gyorgy Andrej of 32 Pearl Street, City, being duly sworn depose and say:

That they purchased at the ticket office of Geo. Ehrenhardt at Terre Haute, Ind., two steamship tickets for the steamer "Campanello" of the "Uranium Steamship Company, Ltd.," on November 25, 1910. That said agent informed them that said vessel will leave New York City on Tuesday, November 29, 1910. That said tickets read from New York to Kronstadt, Hungary, via Rotterdam, Netherlands. That deponents paid each for their transportation from Terre Haute, Ind., to Kronstadt, Hungary, sixty-one dollars. That upon advice of above agent, deponents left Terre Haute, on Sunday, November 27, 1910, at 5 P. M. and arrived in New York City on Monday, November 28, 1910, at about 8 P. M. in time to embark in above named steamer on the following day. That above agent gave deponents the attached button of "Hotel Kellor" of 335 Spring Street and upon their arrival at the railroad depot in New York City, they were met by a representative of said hotel, who recognized them by said button and conducted them to said hotel. That they remained in said hotel Monday night, all Tuesday and Tuesday night. That for two night's lodging and three meals and four meals respectively, deponents had to pay Three Dollars each. That on Wednesday morning after paying their boarding expenses, they were conducted to the Hungarian Home. That their steam tickets' number is 24,596 and 24,597. That, as they are informed and believe the date of issue and the time of sailing is not mentioned on their tickets. That they called at the New York office of said Uranium Steamship Company, Ltd., and requested the refund of their unused steamship tickets and European railroad fares and that they were told that if they pay $3.00 for telegraphic expenses, the company would wire for their money to the agent. That deponents are staying in the Hungarian Home with only $1.00 and 50¢ cash respectively and are unable to deposit the required money for the telegram.

GEORGE ANDREW,
(Signed) FODOR ISTVAN.

Translated, read and subscribed before me
on this 30th day of November, 1910.
(Signed) ALFRED MARKUS,
Notary Public, No. 697.
(Witness,) JOS. GERSLUSE.

APPENDIX VIII

EXHIBIT C

Labor Schedule.

GENERAL

Title:

Name of employer.....Contractor.....President of company.....Office address.....Location of works .....Kind of work.....Public or private..... Nearest railroad station (name).....Distance from work..... Greatest number of employees.....Number on date of inspection..... Skilled.....Unskilled.....How many aliens.....Principal nationality.....Any camp at work.....Children of school age..... Males.....Females.....Women at camp.....Nearest justice of peace.....Name and address of labor agent..... Cost of transportation from principal labor market: Rate..... Name.....Is there a camp bank.....Store.....School .....Hospital.....Doctor.....Saloon.....When did work commence.....Expect to complete work.....Pay day.....Deductions.....Remarks.....

EDUCATION AND RECREATION; RELIGIOUS SERVICES

Number of children of school age.....Working..... Nearest school.....Attendance on date of inspection..... Proportion of alien.....Amount of school money from State..... School facilities adequate.....What additional provision is necessary.....Opinion of local teacher.....Any camp school for children.....For adults.....Is English taught.....Civics.....Attitude of employer on education of adults.....Will he erect building.....Opportunity for child training and recreation.....Occupation of women..... Hours.....Nearest church.....Denomination..... Any parochial school.....Camp visited by religious agents..... What denomination.....Literature sent in..... By whom.....

LIVING CONDITIONS

Location of camp.....Drainage.....Water supply .....Fire protection.....Laundry facilities..... Number of buildings used for living purposes.....Any bathing facilities.....Cost of construction.....Character of construction.....Owner.....Total bunks (single)..... Double.....Total capacity.....Number of men in camp..... Women.....Hours of women.....Bunks used in shifts..... Time between shifts.....Air space, general.....Garbage, how disposed of?.....Bedding.....Condition of..... How often renovated?.....Light.....Heat.....

Floors.....Walls.....Windows..... ....How ventilated if other than windows and doors.....Toilet..... How screened.....Condition.....Condition of plumbing, if any.....Price of board per week.....How many boarders.....Bunk space per month.....How many men cook for themselves.....How many hire a cook.....

No.	Size	High	Bunks	Men	Nationality	Windows and size	Heat	Light	Cooking	Cleanliness

N. B.—Number each room; give air space;; number of bunks and occupants; number of windows and method of ventilation; nationality of occupants; general condition of bedding and floors; method of heating and lighting; number of men doing own cooking.

CAMP STORE, SALOON, CAMP CHARGES AND BANKING

Camp store conducted by whom.....Nearest competitive store selling supplies.....Name.....Average weekly bill..... Any supervision over charges.....How kept.....How deducted.....Any written statement to employees..... Are charges checked against wages.....When deducted..... Is there a padrone.....Agent or contractor..... Name.....Camp privileges.....Any direct compensation from contractors.....Per cent. for collections..... Is there a saloon.....Licensed.....Federal.....State..... Run by whom.....On land line.....Distance from camp.....Kind of liquors.....Any provision for amusement in saloon.....Is there a camp bank..... Operated by whom.....Method of keeping and receipting deposits .....Of transmitting money.....Nearest money order station.....Average monthly amount sent away on money orders.....Domestic.....Foreign.....

(On back of this sheet give prices at camp store.)

INDUSTRIAL

		Start.	Stop.	Lunch Time.
Hours of labor.....	How many shifts 1.	.....	.....	.....
	2.	.....	.....	.....
	3.	.....	.....	.....

When and how men are paid.....Deduction of time lost on account of inclement weather.....Monthly men..... Skilled.....Unskilled.....Average No. days per month, so lost

.....Average length of service, skilled men.....Unskilled.....Any deduction from wages.....For what purpose.....Amount.....Records kept by name.....

APPLICABLE TO CANNING INDUSTRY

	In factory proper	In shed
Number of women employed.....	.....	.....
Number of children under 16 years.....	.....	.....
Hours of work per day for women and children.....	.....	.....

Extent of entire season.....Length of overtime, rush season .....Extent of entire season.....Date children begin work in spring (to show schooling lost).....School attendance in town where cannery is located.....

WAGES SCHEDULE

Occupation	Number	Rate	Unit	Days per week

MEDICAL, SANITARY, ACCIDENTS

Is there a camp doctor.....Name and address.....
Is there a camp hospital.....Conducted by whom.....
Distance to nearest other hospital.....Location.....
Any regular charge for medical service.....How much.....
Does this include medicine for employee.....For family.....
Income from dues per month.....Cost of camp doctor.....
Of hospital.....Any illness in camp at time of inspection.....
Nature of.....Number of accidents for September.....
October.....November.....Total .....
How many men returned to work after injury.....Is record of accidents kept.....Register of diseases.....Are accidents reported.....To whom.....Contractor carry accident insurance on men.....How many.....In what company.....Has the compulsory compensation law caused contractor to drop insurance.....Explain.....
.....
.....
.....
[GIVE SYNOPSIS OF ACCIDENTS ON BACK OF THIS SHEET.]

APPENDIX IX

Small Community Schedule

Community outline No.....Name.....County.....
Distance to nearest large center.....Date.....

OFFICERS

Mayor or President.....Councilmen.....Supervisors.....
County Officers.....Justices and Police Officers.....
Criminal Courts.....Interpreter.....If outside a city, nearest police officer and court.....Railway facilities.....
.....

DESCRIPTION

Population.....Americans.....Aliens.....
Nationalities.....Permanent.....Transient.....
Number Aliens single.....Number Alien families.....Number Alien boarding houses.....Location of Alien quarters.....
In what way do Alien quarters differ from American quarters.....
Does Alien population vary with seasons.....Housing.....
Sanitation.....Police protection.....When did Aliens come. Giving order of nationalities, if more than one.....

SOCIAL AGENCIES

Associations.....Hospitals.....Churches: Protestant.....Catholic.....Charitable Organizations.....Civic Clubs.....Women's Clubs.....
Libraries (used by Aliens).....Any books or periodicals other than English.....Labor Unions.....
Benefit Societies.....Insurance.....Names of Newspapers.....Immigrant Bankers.....Immigrant Ticket Agents.....

SAVINGS AND RELIEF

Number of property holders.....Class of property held.....
Any restrictions on acquiring property.....Any investments other than real estate.....Are families generally in this country or abroad.....Amount and kind of relief given annually.....
Causes of dependence.....Attitude of Americans.....
Needs of community.....Practical measures suggested.....
Sources of information (be specific in this).....

EDUCATIONAL — CHILDREN

Number enrolled.....Parochial.....Public schools.....
Any other school facilities.....Distance to nearest schools.....
Any courses adapted to immigrant children.....Children resident the whole year.....Discrimination between Aliens and natives.....Association between American and foreign children .....Problems of immigrant education.....
Any language difficulties.....

ADULTS

Night School.....Teaching English.....Civics.....
Private classes.....Teaching English.....Civics.....
Vocational classes.....Teaching English.....Civics.....
Is English needed for industries.....Literacy of immigrants.....

Facilities for naturalization.....Americanization, hindrance .....Americanization, forces making for.....
Needs of community from American point of view.....
.....

POLITICAL

Normally Democratic or Republican.....U. S. Senatorial District.....U. S. Congressional District.....
N. Y. Senatorial District.....N. Y. Assembly District.....
Name of Republican leader.....Name of Democratic leader.....
Names of political leaders among immigrants.....Offices held by immigrants.....Number of voters.....Per cent. Alien voters.....

INDUSTRIAL

CHIEF INDUSTRIES AND OWNERS	If seasonal when is work closed	Average Wage.			Hours.			Home work	English	Houses	Stores	Saloons	Insurance	Welfare work	Hospitals
		Men	Women	Children	Men	Women	Children								

APPENDIX X

Accidents Schedule.

Employer.....Address.....Date and hour of accident.....191....

INJURED PERSON

Name.....Address.....Age . . . .
Occupation.....Family.....Weekly wages.....
Living where.....Weekly wages after.....
Nationality.....Does he understand English.....
How long in United States.....Skilled in this work.....
How long employed.....Instructed as to its hazards.....
By whom.....

THE INJURY

Nature and extent.....Was surgical or medical aid rendered .....By whom.....When.....Taken home or to hospital.....Probable disability.....
Has injured returned to work.....Time in hospital.....
Paid by whom.....Time out of work.....

THE MACHINE

What was it.....Condition.....
Who can prove this.....

APPLIANCE OR THING CAUSING THE ACCIDENT

Was there any defect in the machine or appliance? State fully.....
.....

THE ACCIDENT

Place.....Due to carelessness of injured.....
Negligence of fellow-workman.....Due to carelessness of injured.....Statement of injured.....Name and address of foreman in charge of work.....Names and addresses of all witnesses.....

SETTLEMENT

Amount.....Interview by whom.....Suit.....
How soon after accident.....Lawyer.....:.....Address .....Suit pending.....Volunteer settlement.....
Settlement without suit.....With suit.....
Effect on earning capacity.....

APPENDIX XI

Private Banking Law.

§ 25. Licenses, bonds and deposits. Except as provided in section twenty-nine-d, no individual or partnership shall hereafter engage directly or indirectly in the business of receiving deposits of money for safe-keeping or for the purpose of transmission to another or for any other purpose in cities of the first class without having first obtained from the comptroller a license

to engage in such business. Before receiving such license the applicant therefor shall file with the comptroller a written statement in the form to be prescribed by the comptroller and verified by the individual or members of the firm making the application, showing the amount of the assets and liabilitiies of the applicant, designating the place where the applicant proposes to engage in business, that the applicant has been, or if the applicant shall constitute a partnership, that a majority of the members thereof having a controlling interest in the business of such partnership have been continuously for a period of five years immediately preceding the date of such application resident in the United States. Such applicant shall at the same time deposit with the comptroller five thousand dollars if the applicant is engaged only in the business or receiving money for transmission to another and otherwise ten thousand dollars in money or in securities which shall consist of bonds of the United States, of this state or of any municipality thereof, or other bonds approved by the comptroller, and if a deposit of securities shall be so made in lieu of money, the comptroller shall thereafter require the applicant to maintain such deposit at all times at a value which shall equal the sum that the applicant is required by this section to deposit. In addition thereto there shall be presented to the comptroller a bond to the people of the state of New York executed by the applicant and by a surety company approved by the comptroller, conditioned upon the faithful holding of all moneys that may be deposited with the applicant, in accordance with the terms of the deposit and the repayment of such moneys so deposited and upon the faithful transmission of any money which shall be delivered to such applicant for transmission to another, and in the event of the insolvency or bankruptcy of the applicant, upon the payment of the full amount of such bond to the assignee, receiver or trustee of the applicant, as the case may require, for the benefit of the persons making such deposits and of such persons as shall deliver money to the applicant for transmission to another. The penalty of the bond shall be five thousand dollars if the applicant is engaged only in the business of receiving money for transmission to another; in all other cases the amount of such penalty shall, if the deposits of the applicants do not exceed twenty-five thousand dollars, be five thousand dollars, and if in excess thereof, the penalty of such bond shall be increased five thousand dollars for each additional twenty-five thousand dollars of deposits, or fraction thereof, not exceeding, however, a maximum penalty of fifty thousand dollars. In lieu of the aforesaid bond the applicant may deposit and the comptroller shall accept money and securities of the character above described. The money and securities so deposited shall be held on the conditions specified in the aforesaid bond. If securities be deposited in lieu of the aforesaid bond, and be accepted as hereinafter provided, the comptroller shall require the applicant to maintain such deposit at a value equal to the amount fixed as the penalty of the bond in lieu of which such money and securities shall be so deposited. Upon the receipt of such application the comptroller shall cause to be posted upon a bulletin to be maintained by him in his office in a place accessible to the general public, at noon of the succeeding Friday the name of the applicant and whether individual or partnership, and the proposed business address designated in the application. After notice of the applica-

tion shall have been so posted for a period of two weeks he may in his discretion approve or disapprove the application. In the event of his approval he shall accept the money, securities and bond, if there be one, and hold them for the purposes herein set forth, and shall issue a license authorizing the applicant to carry on the aforesaid business at the place designated in the application and to be specified in the license certificate. For such license the licensee shall pay a fee of fifty dollars. Such license shall not be transferred or assigned. It shall not authorize the transaction of business at any place other than that described in the license certificate, except with the written approval of the comptroller. Immediately upon the receipt of the license certificate issued by the comptroller pursuant to this article the licensee named therein shall cause such license certificate to be posted and at all times conspicuously displayed in the place of business for which it is issued, so that all persons visiting such place may readily see the same. It shall be unlawful for any person or partnership holding such license certificate to post such certificate or to permit such certificate to be posted upon premises other than those designated therein or to which it has been transferred pursuant to the provisions of this article, or knowingly to deface or destroy any such license certificate. If it shall be established to the satisfaction of the comptroller in accordance with rules and regulations by him prescribed, that an unexpired license certificate issued in accordance with the provisions of this article has been lost or destroyed without fault on the part of the holder, the comptroller shall issue a duplicate license therefor. The money and securities deposited with the comptroller as herein provided and the money which in case of default shall be paid on the aforesaid bond by any applicant or the surety thereof, shall constitute a trust fund for the benefit of the depositors of the licensee and of such persons as shall deliver money to such licensee for transmission to another, and such beneficiaries shall be entitled to an absolute preference as to such money or securities, over all general creditors of the licensee. Such money and securities shall in the event of the insolvency or bankruptcy of the licensee be delivered by the comptroller on the order or judgment of a court of competent jurisdiction to the assignee, receiver or trustee of the licensee designated in such order or judgment. The comptroller shall keep a book or books in which the licenses granted and the bonds filed shall be entered in alphabetical order, together with a statement of the date of the issuance of the license, the name or names of the principals, the place where the business licensed is to be transacted and the name of the surety company upon the bond filed, and the amount of all moneys and a description of all securities deposited, which record shall be open to public inspection. The comptroller shall cause to be printed annually on the first day of January and distributed upon application, a list of all licenses granted and remaining unrevoked. The comptroller shall from time to time pay over to each such licensee all moneys received by him as interest upon any moneys or securities deposited in accordance with the provisions of this article.

§ 27. **Penalties for conducting business without license, et cetera.** Any person or partnership carrying on the business specified in section twenty-five of this article without having obtained from the comptroller a license therefor, or who shall carry on such business after the revocation of a license to carry on such business, or who, without such license shall, on any sign, letterhead, advertisement or publication of any kind use the word

"banking" or "banker" or any equivalent term, in any language, in connection with any business whatsoever, or who shall fail to display the license certificate as provided in section twenty-five hereof, or who shall fail to keep books of account or to make the reports as herein provided, or any person or partnership not having a license who shall advertise or publish in any manner whatsoever, either orally or in writing, any statement intended to convey or actually conveying the idea or impression that such licensee is in any way under the supervision of this state or of any officer thereof, or that this state or any officer thereof has passed in any way whatsoever upon the responsibility, solvency or qualifications of such licensee to engage in such business, or that this state or any officer thereof has examined any accounts of said licensee or has in any way certified that such licensee is in any way a fit person to carry on such business, shall be guilty of a misdemeanor.

§ 28. **Perjury.** Any person who in any application for a license presented to the comptroller, or in any report made under this article, or on any examination or inquiry pursuant to section twenty-nine-e hereof, shall swear falsely as to the nature or value of his assets, or the amount of his liabilities or in any other particular, and any person who in any affidavit made under section twenty-nine-d of this article shall swear falsely as to any fact therein stated, is guilty of perjury.

§ 29-a. **Discharge and renewal of bonds, substitution of securities, et cetera.** The surety in a bond given pursuant to this article may give notice to the comptroller in writing requesting to be released from responsibility on account of any future breach of the condition of the bond, and that the principal in the bond be required to give a new surety, and thereupon the comptroller shall give notice in writing directed to the principal upon said bond at the place designated by him for the transaction of business requiring him within ten days from a day therein specified to file a new bond in the form required therein with a new surety, approved by the comptroller, or money or securities in lieu thereof, and upon the filing of such new bond or such money or securities in lieu thereof within the time specified, but not before, the surety upon the old bond shall be discharged from liability upon the bond given by it for any subsequent act or default of the principal. Whenever money or securities are deposited with the comptroller pursuant to this article, he may in his discretion permit the substitution of securities for money, or of money for securities, in whole or in part, or of money or securities for any bond, or of a bond for money or securities deposited (other than the money or securities which the licensee is required by section twenty-five hereof to keep at all times on deposit with the comptroller), or the withdrawal of securities deposited and the substitution of others of equal value in their place, and if the total value of securities become substantially impaired he shall require the deposit of money or additional securities sufficient to cover the impairment in value. In the event of the failure of such principal to file a new bond or such money or securities in lieu thereof, or to deposit money or additional securities to cover any impairment of value of securities theretofore deposited, within the time specified, the comptroller shall forthwith revoke the license of such principal. In the event that the licensee shall at any time discontinue the business license or with respect to which a bond shall have been filed or money or securities shall have been deposited pur-

suant to this article, the comptroller on the order or judgment of a court of competent jurisdiction may cancel the bond filed by the licensee and return to the licensee all moneys and securities deposited.

§ 29-d. **Exceptions.** The foregoing provisions shall not apply (1) to any corporation or "individual banker" authorized to do business under the provisions of the banking law, nor to any association organized under the national banking act; nor (2) to any hotel-keeper who shall receive money for safe-keeping from a guest; nor (3) to any express company having contracts with railroad companies for the operation of an express service upon the lines of such railroad companies nor to any telegraph company receiving money for transmission; nor (4) to any individual or partnership receiving money on deposit for safe-keeping or for transmission to others, or for any other purpose, where the average amount of each sum received on deposit, or for transmission, by such individual or partnership in the ordinary course of business, during the fiscal year preceding the date of the affidavit hereinafter specified, shall not be less than five hundred dollars, proof of which fact by affidavit to the satisfaction of the comptroller shall be made by the individual or a member of the partnership seeking exemption hereunder, whenever thereunto requested by the comptroller; nor (5) to any individual or partnership who would otherwise be required to comply with section twenty-five of this article who shall file with the comptroller a bond in the sum of one hundred thousand dollars, approved by the comptroller as to form and sufficiency, for the purpose and conditioned as in said section prescribed, where the business is conducted in a city having a population of one million or over and if conducted elsewhere in the state such bond shall be in the sum of fifty thousand dollars; or in lieu thereof money or securities approved by the comptroller of the same amount. The provisions of section twenty-nine-a shall be applicable to such bond, or deposit of money or securities.

§ 29-e. **Examination by comptroller; penalty for interference therewith; proceedings by attorney-general.** 1. Whenever the comptroller shall deem it expedient, he may, either personally or by one of his deputies, or by examiners appointed by him, examine every applicant for a license or any licensee hereunder with respect to the nature and value of his assets, the manner in which the same are invested, the amount and character of his liabilities, and the conditions under which his business is conducted. For the purposes of such examination the comptroller, his deputies and examiners, shall have free access to the vaults, safes, books, papers and securities of such applicant or licensee, and shall be permitted to examine the same and to make inventories, statements of accounts and transcripts from such books and papers. The person making such examination may summon said applicant or licensee, and any other witnesses who may be deemed necessary and examine them under oath with respect to the matters aforesaid, and for that purpose may administer oaths. It shall be the duty of the person conducting such examination to file the testimony taken, together with such inventories, statements of account and transcripts, in the office of the comptroller.

2. Any person who shall willfully fail or refuse to appear and testify when so required, or who shall interfere with or obstruct such examination, or prevent access to the aforesaid vaults, safes, books, papers and securities, or fail to comply with any requirement of the person making such examination, is guilty of a misdemeanor.

3. Whenever it shall appear that any licensee hereunder is insolvent or that the condition of the business conducted by him is such as to render its continuance hazardous, or that such licensee has failed to comply with any of the provisions hereof, the comptroller shall report the facts to the attorney-general, who shall thereupon institute an action in the supreme court to wind up the business so licensed and to restrain the licensee from conducting the same, and in such action the court may appoint a temporary receiver to enforce the bond given under section twenty-five hereof, to take possession of the property and effects of the licensee, to convert them into money, and to hold the same subject to the direction of the court.

§ 2. This act shall take effect immediately.

APPENDIX XII

Corporation Banking Law.

§ 22. **Prohibition of banking powers.** No corporation, domestic or foreign other than a corporation formed under or subject to the banking laws of this state or of the United States, except as permitted by such laws, shall by any implication or construction be deemed to possess the power of carrying on the business of discounting bills, notes or other evidences of debt, of receiving deposits, of buying and selling bills of exchange, or of issuing bills, notes or other evidences of debt for circulation as money, or of engaging in any other form of banking; nor shall any such corporation, except an express company having contracts with railroad companies for the operation of an express service upon the lines of such railroad companies, or a transatlantic steamship company, or a telegraph company, or a corporation incorporated prior to the year eighteen hundred and fifty, to promote the welfare of emigrants, possess the power of receiving money for transmission or of transmitting the same, by draft, traveler's check, money order or otherwise.

§ 2. This act shall take effect immediately.

APPENDIX XIII

Foreign Corporation Banking Law.

§ 33-a. **License to certain foreign banking corporations.** No foreign banking corporation other than a national bank shall transact in this state the business of buying, selling, paying or collecting bills of exchange, or of issuing letters of credit or of receiving money for transmission or transmitting the same by draft, check, cable or otherwise, or of making sterling or other loans, or transact any part of such business, or shall maintain in this state any agency for carrying on such business or any part thereof, (a) unless said corporation shall have been authorized by its charter to carry on such business and shall comply with the laws of the state or country under which it is incorporated; (b) unless the actual value of the assets of said corporation shall be at least two hundred and fifty thousand dollars in excess of its liabilities; (c) unless said corporation shall comply with all of the provisions of this chapter and the requirements of law applicable to it, and (d) shall receive from the superintendent of banks a license authorizing it to transact within this state the business hereinbefore specified.

§ 33-b. **Application for license and conditions to be complied with.** Before receiving such license the applicant therefor shall file with the superintendent

of banks an exemplified copy of its charter and by-laws, or the equivalent thereof, and a statement, under oath, by one of the duly authorized officers of said corporation, specifying with such details as the superintendent of banks shall require its assets and liabilities and showing compliance by it with the laws of the state or country of its incorporation. The applicant shall furnish such further proof as to the nature and character of its business and its solvency as the superintendent of banks shall deem proper. If he shall be satisfied that the said corporation may be safely permitted to conduct the business aforesaid within this state, or through any agency which shall be specified, he shall issue a license authorizing the applicant to carry on the aforesaid business at the place designated in the application and to be specified in the license certificate. For such license the licensee shall pay a fee of two hundred and fifty dollars. Such license shall not be transferred or assigned and shall not authorize the transaction of business at any place other than that prescribed in the license certificate except with the written approval of the superintendent of banks. Upon the receipt of such license certificate the licensee shall cause the same to be at all times conspicuously displayed in its place of business. The said license shall continue in force from year to year, on the payment of an annual fee of two hundred and fifty dollars and compliance with all of the provisions of this chapter and of the requirements of law applicable to such licensee. The license issued shall at any time be revocable by the superintendent of banks for cause shown, and in case of such revocation the license certificate shall be surrendered to the superintendent of banks within twenty-four hours after written notice of such revocation. Every licensee shall, at such time and in such form as the superintendent of banks shall direct, make to him a written report, under the oath of one of its officers or managers residing in this state, showing the amount of its assets and liabilities and containing such other matters as the superintendent of banks shall prescribe. Such report shall be accessible to the public at all reasonable times. Failure to make such report shall be subject to the penalties prescribed by section twenty-two of this chapter, and any false statement contained in such report or in any other sworn statement made to the superintendent of banks in pursuance hereof shall constitute perjury. The books and assets of every licensee hereunder shall be subject to the inspection, supervision and examination of the superintendent of banks, and the officers and managers of such licensee may be required to appear and attend and to testify under oath for the purpose of any such examination as provided by section eight hereof. Nothing herein contained shall be deemed to modify the prohibition of section one hundred and eight of this chapter.

§ 2. This act shall take effect on the first day of September, nineteen hundred and eleven.

APPENDIX XIV.

Laws Prohibiting Use of Word Bank.

A. § 112. **Use of sign indicating bank by unauthorized persons prohibited.** No person engaged in the business of banking in this state, not subject to the supervision of the superintendent and not required to report to him by the provisions of this chapter, shall make use of any office sign at the place where such business is transacted, having thereon any artificial or corporate name, or other words indicating that such place or office is the place or office

of a bank; nor shall such person or persons make use of or circulate any letter-heads, bill-heads, blank notes, blank receipts, certificates, circulars, or any written or printed or partly printed paper whatever, having thereon any artificial or corporate name or other word or words, indicating that such business is the business of a bank.

Every person violating this provision shall forfeit the sum of one thousand dollars. But this section shall not apply to any person or persons engaged in the business of banking prior to October first, eighteen hundred and ninety-two.

B. § 302. **Unauthorized used of term "bank."** Any person engaged in banking in this state, not subject to the supervision of the superintendent of banks, and not required by law to report to such superintendent, who was not engaged in such banking before May twenty-third, eighteen hundred and eighty-five; who:

1. Uses an office sign at the place where such business is transacted having thereon any artificial or corporate name, or other words indicating that such place or office is the place or office of a bank; or,

2. Uses or circulates any letter-heads, bill-heads, blank notes, blank receipts, certificates, circulars or any written or printed paper whatever, having thereon any artificial or corporate name, or other word or words indicating that such business is the business of a bank,

Is guilty of a misdemeanor.

APPENDIX XV.

Law Prohibiting Publication of Misleading Advertisements.

§ 421. **Untrue and misleading advertisements.** Any person, firm, corporation or association or any employee thereof, who, in a newspaper, circular, circular or form letter or other publication published in this state, knowingly makes or disseminates any statement or assertion of fact concerning the quantity, the quality, the value, the method of production or manufacture, or the reason for the price of his or their merchandise, or the manner or source of purchase of such merchandise, or the possession of prizes, rewards or distinctions conferred on account of such merchandise or the motive or purpose of a sale, intended to give the appearance of an offer advantageous to the purchaser which is untrue or calculated to mislead; or any person, firm, corporation or association or any employee thereof, who, in a newspaper, circular, circular or form letter or other publication published or circulated in any language in this state, knowingly makes or disseminates any statement or assertion of fact knowing the same to be false, concerning the extent, location, ownership, title or other characteristic, quality or attribute of any real estate located in this state or elsewhere, or the motive or purpose of a sale of such real estate intended to give the appearance of an offer advantageous to the purchaser which is untrue and calculated to mislead, is guilty of a misdemeanor. Nothing contained in this section shall apply to a sale of real estate at public auction conducted by an *auctioner duly licensed by a city of the first class.

§ 2. This act shall take effect September first, nineteen hundred and eleven.

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* So in original.

APPENDIX XVI

Report Form for Philanthropies

Each question must be answered as fully as possible. If the blank space allowed is not sufficient use extra sheets.

1. Name and address of organization or society.....
.....

2. Name, place of business or home address, and occupation of each officer and director.....
.....

3. Name and address of manager or person in charge of the institution
.....

4. Name and address of agents employed on Ellis Island.....
.....

5. Name and address of each employee of the institution.....
.....

6. State also if any employee has any other occupation, holds a city license or any public office.....
.....

7. Purpose of the society or organization.....
.....

8. If religious, what denomination.....

9. State specifically whether the work is confined to any one nationality, race or creed.....

10. If a home is maintained, state location....., number of floors....., number of beds....., number of attendants.....

11. If conducted for both men and women give proportion of each. Men.....Women.....

12. If other boarding-houses or hotels are used, give the name and address of each.....
.....

13. State fully the charges, (*a*) per meal.....(*b*) per bed..... (*c*) per day, including meals and bed.....(*d*) are beds in single or double rooms or dormitories .....
(*e*) if immigrants are required to work, what reduction is made from rates
.....

14. Are immigrants required, requested, or encouraged to make donations or gifts; state which is the custom.....

15. Give the cost of operating the institution for 1909, $..... and, state the amount received from (*a*) subscriptions from persons other than immigrants, $..... (*b*) from religious or racial or other institutions or bodies, $..... (*c*) from donations or gifts from immigrants, $..... (*d*) from charges to immigrants, $..... (*e*) miscellaneous.....

16. State whether you keep deposits for immigrants.....

17. Do you collect or accept the payment of wages by employers on behalf of immigrants .....

18. If you furnish employment, state (*a*) whether any charge is made
.....
(*b*) if any other employment agencies are used; if so, give name and address
.....

(*c*) What references are required from employers.....
.....
(*d*) What record is kept of the immigrant after he is placed at work.....
.....
(*e*) Are immigrants visited after placed at work.....
How often.....Give name and address of person who makes these visits.....
.....

19. Is a register kept and what facts are regularly recorded.....
.....

20. What facilities are used for communicating with relatives or friends, as telegraph, mail, telephone, personal calls, etc.....
.....

21. Are all immigrants, received by agents at Ellis Island, taken to the institution before being sent to their respective addresses or friends, and what is the charge for this service when no lodging or meals are furnished?
.....
Average length of time detained.....

22. Do you conduct a bank or steamship ticket agency.....
Is there a notary public connected with the institution.....
If so, give the name and address.....
.....

23. What charges are made for transferring baggage.....
.....

24. Do you furnish relief and to what extent do you assist immigrants in the purchase of tickets or other necessaries.....
.....

.....
Name of society or institution.

.....
Signature of person reporting.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } *ss.:*

.....being duly sworn, deposes and says that.....
is the.....of the.....and that the statements submitted above are true of.....own knowledge.

.....

Sworn and subscribed to before me,
this.....day of....., 191 .

.....

APPENDIX XVII

Rules Prescribed by the U. S. Commissioner of Immigration for Missionaries and Immigrant Aid Societies Represented at Ellis Island.

---

1. *Character of work.* Their work must be conducted efficiently, in the interest of the immigrant and not in a manner adverse to the interests of

the United States. Their objects and aims must be essentially philanthropic and they must stand ready to furnish the immigrant with reasonable aid and disinterested advice. They must be prepared actively to assist the Government in protecting immigrants from fraud, loss and abuses of every sort, and must not only report such matters coming to their knowledge, but must make it their business to ascertain whether or not frauds and abuses are being systematically perpetrated in and about New York City on those classes of immigrants in whom they are particularly concerned.

2. *Certain business transactions prohibited.* Missionaries and immigrant aid societies, and officers, agents and employees thereof shall not directly or indirectly engage in any business or transaction which may bring them into conflict with their duties of confidence and trust assumed toward the Government and the immigrants. Included herein is the business of exchanging money and buying or selling or otherwise dealing in transportation tickets on commission or at a profit; also the receipt of commissions or gifts from persons from whom immigrants may make purchases.

3. *Immigrants' Homes.* An atmosphere of friendliness and morality must pervade all immigrant homes and the inmates must be treated with kindness and civility. Homes receiving immigrants of both sexes must have separate quarters for each sex, including a separate sitting-room; also a proper matron. The premises must be kept clean and in good condition and must meet all requirements of the State and municipal authorities. Liquor must not be sold or gambling permitted. Immigrants while at the home shall not be required to perform any services for which they do not receive fair remuneration.

4. *Charges.* All charges must be reasonable and conspicuously posted at the office or such other places as the Commissioner shall designate. They shall be both in English and in the foreign language known to the majority of immigrants frequenting the particular home. They shall be first submitted to the Commissioner for approval both as to form and amount.

5. *Donations.* Homes charging for services rendered shall not solicit or receive donations from immigrants. Homes making no charges may receive voluntary donations but shall not solicit them nor in any way intimate that they are expected.

6. *Immigrants' relatives and friends.* Immigrants on arrival at the home shall be questioned as to the names and addresses of relatives or friends residing in the United States and their replies noted. Those desiring to join them shall be afforded reasonable facilities for doing so promptly, except in cases (to be forthwith reported to the Commissioner) where facts exist showing good reason why they should not be permitted to do so. The person calling for an immigrant shall first prove that he is a proper person to take charge of such immigrant and that the latter desires to go with him. Where immigrants persist in leaving a home under circumstances deemed by its agents improper, the fact should be reported to the Commissioner.

Information concerning the whereabouts of immigrants who have left the home shall be given to relatives and friends applying bona fide therefor. Their names and addresses should be kept and when deemed necessary they may be required to apply in writing for such information.

7. *Employment.* Reasonable effort shall be made to find employment for those desiring it without charge to them or to the would-be employer. A list shall be kept of those immigrants at the home who desire employment,

and the same shall be open to the inspection of would-be employers who shall have first satisfied the agents of the home (through suitable references or otherwise) that they are proper persons with whom to place immigrants. Inquiry shall also be made as to the proposed place of employment, character of the work, wages to be paid, and the term of employment. If therefore the employment is accepted by the immigrant, the employer shall fill out and leave with the home the blank form provided for this purpose by the Commissioner and deliver a copy thereof to the immigrant. Special care must be exercised in the placing of girls, and, except where good references are furnished, investigation shall first be made at the place to which they are to go.

8. *Employment Agencies.* Resort shall not be had to an employment agency until after reasonable effort has been made to place the immigrant directly with some employer without cost to either (as with some proper person calling for a servant at the home). Where an employment agency is necessarily used, the home shall see to it that a fair bargain is made, and where the immigrant is a girl, that she will be surrounded by proper influences. The principal details concerning the employment shall be reported on the appropriate form.

9. *Following up immigrants.* This shall be done to an extent sufficient to satisfy the managers of the homes as reasonable men that the immigrants for whom they are responsible are being well placed. How far such following-up process shall be carried must depend upon the nature of the case. Young girls placed in New York City or vicinity should be visited at least twice during the first three months, and the conditions surrounding them noted; improper conditions to be reported to the Commissioner. Where such a girl resides at a distance from New York City, then evidence as to such conditions should be obtained.

10. *Immigrants' money.* Immigrants shall not be compelled to leave money or other property on deposit after departure; and upon demand all such money and property shall be promptly returned to them. They shall be fully informed as to the existence of the Government Postal Savings Banks and how to deposit money therein. They shall not be advised to send their money abroad for investment or safe-keeping.

11. *Reports to immigration authorities.* Regular weekly reports must be submitted on the form for this purpose provided and such other reports as shall from time to time be required.

12. *Records and books.* Records must be kept showing as to all immigrants and others that come to the home, the following: Name; age; race; ship and date of arrival in port; date and hour of arrival at and departure from home; meals and lodgings taken and all charges; to whom discharged with full address; name of guide; if employed, wages and file number of employer's references; money at any time on deposit and disposition made thereof. Books must be neatly kept, subject to inspection by the Commissioner, showing all financial transactions, including income from (a) business operations, (b) donations, (c) other sources; also expenses, salaries paid, and profits, if any, and disposition made thereof.

13. *Posting of rules. Complaints.* A copy of these rules shall be posted at each home on a conspicuous place, and immigrants desiring to submit com-

plaints shall be informed that they may address them to the "Commissioner of Immigration, Ellis Island."

By ORDER OF THE COMMISSIONER.

Ellis Island, April, 1911.

APPENDIX XVIII

Advice and Information: Reference Form

STATE OF NEW YORK
BUREAU OF INDUSTRIES AND IMMIGRATION
40 EAST 29TH STREET

NEW YORK,.....

This letter introduces..... who has applied to us for advice in the following matter:

.....

.....

.....

As you have special facilities for rendering service of this nature, we are referring the matter to you with the belief that you will be able to assist

.....

As a reply to this letter kindly fill in the attached blank, tear it off and return same to this Bureau, so we may know the case has come to your attention, and that there will not be any further need for our services.

Yours very truly,

No..... .....

Chief of Bureau.

TEAR OFF ALONG THIS LINE AND RETURN.

.....

No..... Date.....

We have disposed of this matter as follows:

.....

.....

Name of Organization.....

Address .....City.....State.....

APPENDIX XIX

Law Creating Bureau of Industries and Immigration.

Section 151. Bureau of industries and immigration.
152. Special investigators.
153. General powers and duties.
154. Proceedings before the commissioner of labor.
155. Registration and reports of employment agencies.
156. Reports.
156-a. Licensing and regulation of immigrant lodging places.

§ 151. **Bureau of industries and immigration.** There shall be a bureau of industries and immigration, which shall be under the immediate charge

of a chief investigator, but subject to the supervision and direction of the commissioner of labor.

§ 152. **Special investigators.** The commissioner of labor may appoint from time to time not more than twelve persons as special investigators, not more than two of whom shall be women, and who may be removed by him at any time. The special investigators may be divided into two grades. Each special investigator of the first grade shall receive an annual salary of twelve hundred dollars, and each of the second grade an annual salary of fifteen hundred dollars.

§ 153. **General powers and duties.** 1. The commissioner of labor shall have the power to make full inquiry, examination and investigation into the condition, welfare and industrial opportunities of all aliens arriving and being within the state. He shall also have power to collect information with respect to the need and demand for labor by the several agricultural, industrial and other productive activities, including public works throughout the state; to gather information with respect to the supply of labor afforded by such aliens as shall from time to time arrive or be within the state; to ascertain the occupations for which such aliens shall be best adapted, and to bring about intercommunication between them and the several activities requiring labor which will best promote their respective needs; to investigate and determine the genuineness of any application for labor that may be received and the treatment accorded to those for whom employment shall be secured; to co-operate with the employment and immigration bureaus conducted under authority of the federal government or by the government of any other state, and with public and philanthropic agencies designed to aid in the distribution and employment of labor; and to devise and carry out such other suitable methods as will tend to prevent or relieve congestion and obviate unemployment.

2. The commissioner of labor shall procure with the consent of the federal authorities complete lists giving the names, ages and destination within the state of all alien children of school age, and such other facts as will tend to identify them, and shall forthwith deliver copies of such lists to the commissioner of education or the several boards of education and school boards in the respective localities within the state to which said children shall be destined, to aid in the enforcement of the provisions of the education law relative to the compulsory attendance at school of children of school age.

3. The commissioner of labor shall further co-operate with the commissioner of education and with the several boards of education and school commissioners in the state, to devise methods for the proper instruction of adult and minor aliens in the English language and in respect to the duties and rights of citizenship and the fundamental principles of the American system of government, and otherwise to further their education.

4. The commissioner of labor may inspect all labor camps within the state; and shall inspect all employment and contract labor agencies dealing principally with aliens, or who secure or negotiate contracts for their employment within the state; shall co-operate with other public authorities, to enforce all laws applicable to private bankers dealing with aliens and laborers; secure information with respect to such aliens who shall be in prisons, almshouses and insane asylums of the state, and who shall be deportable under the laws of the United States, and co-operate with the federal authorities

and with such officials of the state having jurisdiction over such criminals, paupers and insane aliens who shall be confined as aforesaid, so as to facilitate the deportation of such persons as shall come within the provisions of the aforesaid laws of the United States, relating to deportation; shall investigate and inspect institutions established for the temporary shelter and care of aliens, and such philanthropic societies as shall be organized for the purpose of securing employment for or aiding in the distribution of aliens, and the methods by which they are conducted.

5. The commissioner of labor shall investigate conditions prevailing at the various places where aliens are landed within this state, and at the several docks, ferries, railway stations and on trains and boats therein, and in cooperation with the proper authorities, afford them protection against frauds, crimes and exploitation; shall investigate any and all complaints with respect to frauds, extortion, incompetency and improper practices by notaries public, interpreters and other public officials, and present to the proper authorities the results of such investigation for action thereon; shall investigate and study the general social conditions of aliens within this state, for the purpose of inducing remedial action by the various agencies of the state possessing the requisite jurisdiction; and shall generally, in conjunction with existing public and private agencies, consider and devise means to promote the welfare of the state.

§ 154. **Proceedings before the commissioner of labor.** Any investigation, inquiry or hearing which the commissioner of labor has power to undertake or to hold may by special authorization from the commissioner of labor be undertaken or held by or before the chief investigator, and any decision rendered on such investigation, inquiry or hearing, when approved and confirmed by the commissioner and ordered filed in his office, shall be and be deemed to be the order of the commissioner. All hearings before the commissioner or chief investigator shall be governed by rules to be adopted and prescribed by the commissioner; and in all investigations, inquiries or hearings the commissioner or chief investigator shall not be bound by technical rules of evidence. No person shall be excused from testifying or from producing any books or papers on any investigation or inquiry by or upon any hearing before the commissioner or chief investigator, when ordered to do so, upon the ground that the testimony or evidence, books or documents required of him may tend to incriminate him or subject him to a penalty or forfeiture, but no person shall be prosecuted, punished or subjected to any penalty or forfeiture for or on account of any act, transaction, matter or thing concerning which he shall under oath have testified or produced documentary evidence; provided, however, that no person so testifying shall be exempt from prosecution or punishment for any perjury committed by him in his testimony.

§ 155. **Registration and reports of employment agencies.** The term "employment agency" as used in this act shall include any person, firm, corporation or association regularly engaging in the business of negotiating labor contracts or of receiving applications for help or labor, or for places or positions, excepting such as shall conduct agencies exclusively for procuring employment for teachers, for incumbents of technical, clerical or executive positions, for vaudeville or theatrical performers, musicians or nurses, and

also excepting bureaus conducted by registered agricultural or medical institutions and, excepting also departments maintained by persons, firms, corporations or associations for the purpose of securing help for themselves where no fee is charged the applicant for employment. All employment agencies other than those herein excepted shall on or before the first day of October, nineteen hundred and ten, and annually thereafter, file with the commissioner of labor a statement containing the name of the person, firm, corporation or association conducting such agency, the street and number of the place where the same shall be conducted and showing whether said agency is licensed or unlicensed, and if licensed, specifying the date and duration of the license, by whom granted and the number thereof. Such statements shall be registered by the commissioner. Every such employment agency shall keep in the office thereof a full record of the country of the birth of those for whom places or positions are secured, their length of residence in this country, and the name and address of the person, firm or corporation to whom the persons for whom such places or positions are secured shall be sent, the occupation for which employment shall be secured, and the compensation to be paid to the person employed. The books and records of every such agency shall at all reasonable hours be subject to examination by the commissioner of labor. Any person who shall fail to register with the commissioner of labor or to keep books or records shall be guilty of a misdemeanor and shall be punishable for the first offense by a fine of not less than ten dollars, nor more than twenty-five dollars, and for every subsequent offense by a fine of not less than twenty-five dollars, nor more than one hundred dollars, or by imprisonment for not more than thirty days, or by both such fine and imprisonment.

§ 156. **Reports.** The commissioner of labor shall make an annual report to the legislature of the operation of this bureau.

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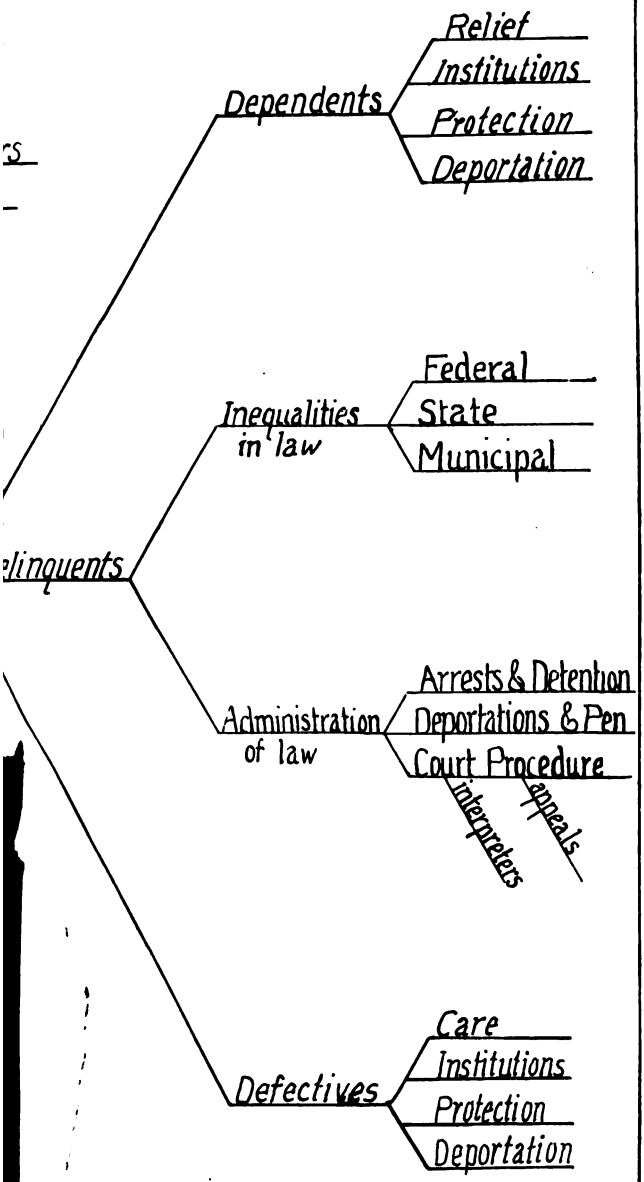
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SECOND ANNUAL REPORT

OF THE

BUREAU OF INDUSTRIES AND IMMIGRATION

FOR THE TWELVE MONTHS ENDED SEPTEMBER 30

1912

TRANSMITTED TO THE LEGISLATURE MARCH 17, 1913, AS PART OF THE TWELFTH REPORT OF THE DEPARTMENT OF LABOR

ALBANY
STATE DEPARTMENT OF LABOR
1913

NEW YORK STATE DEPARTMENT OF LABOR

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STATE DEPARTMENT OF LABOR
1913

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SECOND ANNUAL REPORT OF BUREAU OF INDUSTRIES AND IMMIGRATION.

HON. JOHN WILLIAMS, *Commissioner of Labor, Albany, N. Y.:*

SIR.— The second year of the Bureau of Industries and Immigration sees it an accomplished experiment, with its policies and field of work well defined, with its appropriation sufficient to accomplish the minimum amount of work required by law, and all of its divisions in charge of trained experts who are faithfully discharging their duties. It has also served its two-fold initial purpose, of dealing with the conditions and needs of alien residents of the state and in serving as a model for other states. The New Jersey Immigration Commission and the California Immigration Commission will recommend to their legislatures in 1913 the establishment of bureaus with similar powers, and the enactment of similar laws safeguarding the aliens within their state limits. Massachusetts and Illinois will pass upon bills creating state immigration commissions, and Pennsylvania will pass upon a bill creating an immigration bureau. The five states receiving four-fifths of the immigrants will thus be the first to adopt the domestic policy of dealing with admitted immigrants, which New York State, through its Commission of Immigration and Bureau of Industries and Immigration, has urged with such success during the past four years.

The work of the bureau has been carried on this year with no increase in its general force, which consisted of five investigators other than the appointment of an additional three investigators for lodging places for six months beginning April 1st. Only the interest and devotion of the entire staff has made the amount of work accomplished possible, considering the great distances to cover within the state and the variety and complexity of the work done.

The Legislature of 1912, appreciating both the need and the immensity of the task before this bureau, increased its force from 11 to 23. This makes it possible for the bureau to carry out the duties laid upon it and to realize somewhat of the vision of its usefulness.

The work of the bureau is now carried on in four divisions: (1) Administration, which has charge of the main and branch offices, general supervision of division chiefs, and hearings. This constitutes the planning department for the whole work. (2) Conciliation, which is in charge of a counsel, with two assistants, one for criminal matters and one for civil cases, the last named being a representative of the Legal Aid Society. This division has charge of all complaints and matters relating thereto. (3) Investigations and Inspections, in charge of two supervising investigators, one for the eastern and the other for the western division. These supervising investigators have general charge of the field work and field men. (4) Education and Publicity, in charge of a secretary, who has general charge of all publications, press statements, statistical work, educational work among aliens and all governmental negotiations and consular adjustments.

This division of the work enables the bureau to meet all of the mandatory provisions of the law and to take up for the first time the wide extension of its work throughout the state.

DIVISION OF CONCILIATION.

The duties of counsel and rules and regulations for hearings and settlement of cases have been formulated and tested and now constitute a working body of regulations. All complaints are immediately referred to the counsel, who draws up the necessary affidavits and takes such action as he deems necessary. Usually the respondent is requested to call for a conference, when the matter complained of can be thoroughly discussed and an adjustment made, or the issues clearly defined, before commencing court proceedings. Where no reply is received or where the facts at hand are inadequate, the matter is assigned for thorough investigation and full report. If all the facts obtained uphold the complainant's contention and the respondent declines to adjust the matter, all the papers in the case are referred to the Legal Aid Society representative for the necessary court action, and advice and information.

Complaints.— The complaints enumerated below refer to matters that are distinctly in the nature of grievances — such as exploitation, misrepresentation, fraudulent practices and illegal

transactions, and are to be distinguished from general inspections, investigations and studies carried on by the bureau. In each case there has been at least one complainant, most of them having called at the bureau office to file their complaints. There have been a total of 1,112 complaints made by 1,140 different persons, involving 844 investigations and 65 hearings. It has been necessary to refer only 78 of these to the Legal Aid Society representative for legal action, as in the majority of cases settlement was made through the bureau's intervention. Where no remedy at law was possible and where the respondent declined to adjust the matter, the complainant was generally referred to some private agency which interested itself in his welfare and endeavored to give him a new start in life. Owing to the constant change in the complainant's residence, or his departure from the United States, but few court adjudications were possible, although 15 civil suits were brought, 12 criminal prosecutions were commenced and 9 convictions obtained. Of the total number filed, 135 related to transportation; 66 to legal affairs; 262 to savings; 454 to labor and industrial matters and 195 to miscellaneous matters.

Of the 135 transportation complaints, 31 related to the robbery and overcharges of emigrants by runners, porters and expressmen on the steamship docks and railroad terminals; 49 to overcharges and ill-treatment in immigrant lodging places, and 55 to the sale of steamship tickets and misrepresentations concerning them. Complaints against immigrant lodging place keepers were immediately adjusted under the power vested in the bureau by virtue of chapter 845 of the Laws of 1911, as amended. The steamship ticket complaints were generally adjusted satisfactorily, as the complainant usually remained in this jurisdiction. In the cases against runners and expressmen, however, action was often impossible, as the complainant generally sailed before prosecution could be commenced. However, warrants of arrest for petit larceny were obtained against two expressmen, one of whom was tried and sentenced to one year's imprisonment in state prison, while the other was held for Special Sessions — the complainant, however, leaving the jurisdiction before trial. In two instances, licenses of expressmen operating at the steamship and railroad terminals,

were suspended by the Bureau of Licenses on charges preferred by this bureau.

Of the 66 complaints filed under Legal Affairs, 31 were against lawyers or persons advertising themselves as such; 21 against foreign collection and information bureaus, and 14 against notaries public. In some it was found on investigation that collections had already been made by the agent here, but that the money had been wilfully withheld from the client. On the bureau's intervention, however, all such matters were immediately adjusted. Court action in many of these would have proved valueless, as the complainants generally resided outside the jurisdiction of the state — a few of them being residents of Canada.

The 262 complaints filed under Savings related in 141 instances to the withholding of deposits and the non-transmission or non-delivery of money by private bankers; 42 fraudulent real estate transactions, as failure to locate property purchased, worthless deeds, etc.; 21 loans, and 58 frauds of every conceivable nature. The bank complaints often involved the tracing of transmissions, examination of foreign documents and communication with foreign postal authorities through the foreign consuls, before action could be taken. Laborious investigations were undertaken in the real estate complaints, most of which alleged that worthless property had been purchased through the medium of enticing advertisements. On account of the ineffectiveness of the law no action was possible. Chapter 759 of the Laws of 1911 has greatly reduced the possibility of this form of exploitation. In several instances titles were searched and deeds rectified in order to obtain a clear fee to the property. The loans were settled civilly without much difficulty, while frauds were referred to the post office and other authorities, whose co-operation has been very effective.

Of the 454 complaints relating to labor and industrial matters 208 related to the non-payment of wages for work, labor and services rendered, settlement therefor being usually effected, while the remainder consisted of fraudulent representations of employment agents regarding terms and conditions of employment, overcharges and ill-treatment in labor camps, and personal injuries resulting from industrial accidents. Wherever possible, these were referred to existing authorities having the necessary jurisdiction or an attempt made to obtain an amicable adjustment.

Among the 195 miscellaneous complaints filed, 44 related to lost or withheld baggage, investigation of which usually required interstate and international correspondence and investigation; 19 were alleged cases of larceny; 20 involved domestic relations, frequently necessitating immediate relief and the friendly interest of the bureau for long periods of time; 16 involved the deportation law, which in several instances resulted in the deportation of insane, destitute and undesirable persons; 16 referred to immigrants lost while in transit from the port of New York and required the tracing of baggage and advertising in foreign language newspapers; 10 were white slavery cases which resulted, on the evidence of bureau investigators, in the final conviction of a procurer of immigrant girls, who was sentenced to from 10 to 20 years in state's prison at hard labor, and fined $5,000, and of two women charged with keeping disorderly houses — the trail leading directly to the activities of employment agents in this direction; 7 were assaults; 9 were extortion; 5 were partnership frauds; 2 were complaints against immigrant benevolent associations, one of which resulted in driving out of the state the organizers who had been using the Society for ulterior purposes; while 43 others cannot be easily classified. Two of these were complaints by girls against husband, wife and another woman, in which charges of assault and larceny were alleged. Upon investigation it was found that the girls had been lured to a den and drugged, were then robbed of all their savings, amounting to about $100, seduced, and kept confined in a room under constant guard. Husband and wife were finally convicted of larceny and sentenced to 5 years in state's prison, and the young woman committed to the House of the Good Shepherd.

Of the 78 cases referred to the Legal Aid Society, 37 referred to wage claims; 22 to loans and money had and received; 6 to personal injury cases; 4 to breach of contract; 3 to lost baggage; 2 to lawyers; 2 involving domestic relations and 2 to real property. Of the total, 35 were withdrawn at the request of the complainant as the result of a settlement entered into between him and the respondent after prosecutions had been undertaken. Judgment was obtained in 15 cases; 8 were settled at the instance of the Legal Aid Society representative; 3 developed into criminal transactions

and were referred to the district attorney for the necessary action; 13 complainants left the jurisdiction before the matter could be brought into court; and 4 cases are still pending.

There has been a great increase in the number of interstate cases, and the records of the bureau furnish a most conclusive argument for the creation of a Federal bureau to deal with interstate matters. Two hundred and thirty miscellaneous complaints were received from persons residing in 27 different states. Action was taken by the bureau where either of the parties was a resident of this state. Where, however, this bureau's jurisdiction did not extend, the complainant was referred to co-operating agencies throughout the country, such as immigrant protective societies, legal aid societies, charitable organizations, etc. Included in these were complaints of every description, involving wages, private banks, real estate, lost baggage, personal injuries, lawyers, collection agencies, steamship ticket agencies, etc. In one instance a lawyer residing in Ohio was charged with having recovered damages for personal injuries, then failing to account for same — the injured alien received nothing. Another residing in California gave a countryman, now residing in Tennessee, a sum of money to be turned over to the complainant's brother on the latter's arrival in the United States. The brother decided not to come, but the respondent has declined to return the money. Again, an immigrant residing in New Jersey complained that he had paid $80 to some one in Pennsylvania for the purchase of some goods, which, however, were never delivered to him. In another complaint against an iron mining company in Minnesota, it was charged that a miner had been killed while at work, but that the relatives abroad could not recover wages due at the time of death, or any compensation therefor. In a case of peculiar hardship and disillusionment, an immigrant residing in West Virginia, had invested his savings in some land in New Jersey on the strength of a brilliant advertisement setting forth the wonderful opportunities afforded. Later, he sold his effects in West Virginia and came to New Jersey to settle on his land, when, to his astonishment, he found it to be located on a barren sand dune.

Advice and Information.— During the year, 380 persons applied for advice and information. Of these 161 related to em-

ployment and were generally referred to reliable agencies able to place them; 47 to legal relationships about to be entered into by the applicant and often resulting in the prevention of his exploitation, as in partnership agreements, purchase of real estate, etc.; 24 to matters connected with immigration; 18 to agricultural opportunities, and the balance to naturalization, relief, savings, transportation, working papers, education, etc. Included in these were 25 requests received from aliens residing in other states. In every case the applicant was either referred to an agency especially interested in the information desired or was directly given friendly advice and assistance. This number does not include the many requests received and answered by mail.

DIVISION OF INVESTIGATION AND INSPECTIONS.

Being charged with the direct enforcement of certain laws and empowered to devise ways and means for the protection, distribution and welfare of the immigrant, general assignments for this purpose are made at various times during the year. A total of 1,821 inspections have been made, exclusive of investigations in connection with complaints listed under "Conciliation," and 603 miscellaneous violations of law, requiring 501 re-inspections, have been found. These are divided under: (1) Transportation: 81 railroad terminals, docks, ferries and coastwise steamers; 616 immigrant lodging places; 20 runners and expressmen, and 75 steamship ticket agents, exclusive of those doing a private banking business. (2) Legal Affairs: 45 notaries and study of activities of justices of the peace. (3) Savings: 253 private banks and real estate investigations. (4) Labor: 351 employment agents; 144 shoe-shining parlors for child labor violations, and 238 labor camps.

Railroad Terminals, Docks, Ferries and Coastwise Steamers.—The most complicated problem dealt with by the bureau involved the transportation of immigrants through the city of New York from railroad stations to steamship piers and vice versa. The 15 inspections made at railroad stations on the arrival of immigrant trains from western or eastern points, consisted of the careful observation of methods used by railroad officials in the handling of immigrant traffic and the actions of merciless runners, porters, ex-

pressmen and cabmen watching for their prey at the various terminals. Not only was protection and assistance rendered when required, but whenever it was found that the system in vogue did not effectively prevent the exploitation of immigrant passengers, conferences were arranged with the railroad company officials and suggestions made with a view to their ultimate betterment. As a result of this, two railroad companies now have ideal terminal facilities where the possibilities of exploitation have been reduced to a negligible degree. Conferences with other railroad companies for the improvement of terminal conditions are now pending.

Thirty-eight inspections were made on steamship piers on sailing mornings and on the discharge of second-class passengers. The conditions found were in many instances referred to the steamship companies with practical recommendations for the improvement thereof, and resulted in the drafting of more stringent rules for the proper handling of immigrants, and for the admission on the piers of persons unable to show proper credentials. Inspections of immigrant quarters on the coastwise steamers resulted in some instances in suggestions for their improvement, in better sanitary conditions and in more effectual segregation of the sexes.

Immigrant Lodging Places.— Due to the fact that no investigators were available for this work until April 1, 1912, when a special appropriation for the employment of three investigators for a period of six months was obtained, a vigorous enforcement of this law has covered but half of the year, as the duty of investigating such places during the first six months of the year devolved upon the already overburdened five investigators available for all of the bureau's field work. To relieve the field force from the necessity of originally locating places, the co-operation of police and other officials was obtained and lists for the different sections of the state prepared. These were gradually increased and added to through the bureau's original inspections and inquiries, and within the year a total of 1535 names and addresses of alleged immigrant lodging place keepers were listed. Application blanks together with detailed information regarding the provisions of the law in a foreign language as well as in English, were forwarded to all of them with the request that the applications be properly

filled out and executed and then returned to this bureau within a specified limited time. As many of the lodging place keepers were themselves foreigners, unable to read or even understand English, it soon became necessary to assign the bureau investigators to explain the purpose and requirements of the law and to obtain bonds, references, etc. As the work of enforcement proceeded, another difficulty arose. In small villages or camps with no resident surety companies and the difficulty in obtaining bondsmen, and among private families struggling for a livelihood, it was soon found that the provision of the law requiring the filing of a bond wrought a distinct hardship. Accordingly, as soon as possible, on April 19, 1912, the law was amended so as to require the filing of a bond in the discretion of the Commissioner of Labor. The process of licensing became simpler and resulted in a more rapid enforcement of the law.

Many immigrant lodging places conducted by private families were found in labor camps and in small communities. Here, the boarding boss, usually employed as a laborer in the camp, can give no time to the conduct of his place. All the duties of the house, such as washing and mending their clothes, cooking their meals, keeping the house and bedding clean, naturally devolve upon his wife, frequently the mother of 5 or 6 children. The care of from 5 to 15 lodgers by a single woman is a constant drain on her vitality and shows its disastrous effect on her offspring. It is a common sight, in the larger camps, to see young children rolling around in filth, many of them suffering from contagious skin diseases induced by the unhealthy surroundings, and all of them displaying signs of neglect and lack of proper nourishment. This is generally due to inadequate living quarters. In order to live in the camp in a company house, or one conducted by the padroni, families *must* keep lodgers, and as many as can be are crowded into each house. To educate both the employers or owners of the houses, as well as the laborers themselves — rather than through severe prosecution — and to bring them up to a higher standard of living, has been the bureau's chief aim. If the quarters provided were inadequate, conferences were entered into with the owners with a view to the erection of new buildings. If the fault lay with the family, an effort was made, through patient explana-

tion and slow, steady instruction, to induce the harboring of a minimum number of lodgers. The smaller the number of lodgers, the greater the amount of time the mother could devote to her children. The protection of the health of the overworked alien woman — the mother of the future American citizen — is a problem which can no longer be neglected. A higher standard of living has been promoted, overcrowding has been considerably eliminated, and the family life has been improved in all licensed places, as a result of this policy of education. In the cities, the constant surveillance of the licensed transfer houses by means of night and early morning inspections, has created a previously unknown sense of responsibility among all of them, and has almost entirely eliminated overcharges and ill-treatment.

A total of 188 licenses have been issued during this period of time. Twenty-three of these are transfer houses in New York City, where thousands of emigrants are constantly cared for prior to sailing abroad. About 175 general inspections have been made of the licensed places, while 441 additional inspections have been made of the places originally alleged to have come within the meaning of the law, but which resulted in the exemption of about 150 of them, while 186 could not be located.

Forty-nine complaints involving 90 investigations have been filed with the bureau against licensed lodging places, most of them being against the New York city transfer houses. In the main, they stated that more than the approved rates had been charged, that runners connected with the licensed houses had misdirected or neglected them, that they had been ill-treated, etc. Whenever possible, an immediate investigation was made and in several instances restitution obtained. Where the unsanitary condition of a lodging place was complained of and not remedied, it was referred after investigation to the Department of Health for the necessary action, licenses being withheld in four instances until such violations had been removed. In the case of the largest of the transfer houses in New York City, handling over 30,000 passengers a year, investigations were carried for four or five months and sufficient evidence of wrongdoing, ill-treatment and overcharges obtained, to warrant the bureau to decline the issuance of a license unless immediate alterations to the house were made

and the personnel of some of its employees changed. Unwilling to comply therewith, the house was compelled to immediately discontinue its lodging place business. The effect of this was felt throughout all the licensed places in the city, and every suggestion for improvement of conditions or of checking and accounting systems was immediately complied with. Most of these city transfer houses are now licensed, are being kept in a cleanly and sanitary condition and have been compelled to weed out their unscrupulous and undesirable employees.

In small communities, camps, etc., the enforcement of this law has reduced congestion, has provided sanitary environments and has generally tended to create better living conditions. Where immigrant lodging places in small communities or camps were owned by the employers, the latter's coöperation was invariably obtained, and in ten such communities the old, dirty, tumbledown shacks were destroyed and supplanted by modern, sanitary and comfortable dwelling-houses. In one city having a large foreign population, about 75 per cent of the total number of residents, and containing many boarding-houses for the men employed in a steel plant, a strict enforcement of the law resulted in the reduction of the number of boarders kept and in setting a higher standard of morality. In one case where the wife of a licensee was convicted of keeping a disorderly house, the license was immediately revoked and the business discontinued.

Four criminal prosecutions have already been brought in order to test the various provisions of the law. In one the meaning of the term "temporary sleeping quarters" was determined; another tested the right of inspection of lodging places believed to come within the meaning of the law, while a third determined the nature and quantity of legal evidence required in order to obtain a conviction for a violation thereof. In the fourth case brought into court, the constitutionality of the law was attacked, as well as the question of the extent of the bureau's power to decline to issue a license to a person whose moral character was not satisfactorily established. The defendant, conducting an immigrant lodging place in a city having a large foreign population and containing a number of similar lodging places, formally applied for a license. Not being satisfied with the moral character of the

applicant, his application for a license was not approved and he was ordered to discontinue this business. To evade the law, his wife then formally applied for a license, which was also declined. On finding that they still continued to conduct this business, a warrant of arrest was obtained and after considerable litigation, both husband and wife were convicted of a violation of this law before Supreme Court Justice Charles B. Wheeler and a jury. Sentence was suspended on condition that the lodging place business be immediately discontinued. With these judicial determinations definitely settling the meaning of the law and the quantity and quality of the evidence required, the bureau can now intelligently enforce its provisions.

Steamship Tickets.— The enforcement of the steamship ticket law was attempted in three distinct directions: (1) Chapter 415 of the Laws of 1911, requiring the posting of certificates of authorization and prohibiting false or misleading advertisements. (2) Chapter 578 of the Laws of 1911, requiring that all persons selling steamship tickets must be either licensed by the state comptroller or duly authorized as agents of steamship companies. (3) Chapter 575 of the Laws of 1911, prohibiting the collection of steamship tickets from outward bound passengers by runners, porters, hotel guides and other employees.

The business of the steamship ticket agent is usually carried on by a private banker who is also a notary public. At the time of the 253 private bank inspections, it was also possible to inspect their steamship ticket business, while 74 additional inspections were made of agents engaged in the steamship ticket business exclusively. A total of 137 violations of the law were found: 36 of chapter 578 and 101 of chapter 415.

Special attention was devoted to misleading advertisements regarding the price of steamship tickets and descriptions of steamers, as it was found that this caused much suffering to departing aliens. All foreign newspapers were carefully scrutinized, and wherever necessary the advertiser was notified that he was violating the law and ordered to immediately remove his advertisement or change the wording thereof to comply with the actual facts. The coöperation of the steamship companies was obtained and in some instances the licenses of agencies were revoked

when it was found that the agent was flagrantly violating the rules of the company. In making inspections, all printed forms, circulars, etc., issued by the agent were obtained, and when found containing statements in violation of law they were ordered destroyed. Where it was found that tickets were being sold by unauthorized and unlicensed individuals, the sale thereof was immediately discontinued.

The enforcement of chapter 575 of the Laws of 1911 is in reality an adjunct to the regulation of licensed immigrant lodging places. When it was found that a hotel runner or guide had collected tickets belonging to the passengers consigned to his hotel or lodging place (thus compelling the immigrant to remain in that hotel), the matter was immediately taken up with the licensee, and in the more flagrant cases the runner or guide was discharged. Although no prosecutions were commenced, the moral effect of this law cannot be estimated, as the control of the runner or guide over his prospective lodger is now very much lessened.

Legal Affairs.— The business of 43 notaries public was investigated in addition to all those doing this business in the offices of or in connection with the 253 private banks inspected. Violations of section 1820-a of the Penal Law were found in 27 instances, in that they were holding themselves out as notaries public or advertising themselves as such without being duly commissioned therefor. Such misrepresentation by unscrupulous individuals becomes a serious evil, as notaries abroad are vested with considerable judicial power, which the average immigrant also believes to be the case in this country. Their power for wrongdoing grows to tremendous proportions when one realizes that they are often entrusted by resident aliens, through powers of attorney, with the sale of property abroad, the collection of foreign inheritances, etc. Compliance with the law was obtained in every instance.

In the course of the inspection of a large foreign community which has grown up close to one of the largest mines in the state, bureau investigators were informed by the employees thereof that a system of graft had been developed as between the various grades of employees in that regular payments were made to foremen and superintendents in order to remain in the company's

employ or obtain a promotion to a better paying position. To get at the root of the evil, a series of hearings and investigations were held. With the help of the local labor union, the matter was then officially brought to the attention of the company and in due course the general superintendent and thirteen foremen were discharged. As legal evidence of the commission of the crime of extortion or bribery could not be obtained, the same was submitted to the district attorney of that county. In the course of this investigation charges were also made against two of the justices of the peace, having jurisdiction over this mining camp. The disclosures were so startling and the trail was so direct that 58 hearings were held and 84 persons examined, 655 pages of testimony having been obtained. It was evident that money had been extorted from immigrants under threat without any record thereof being made in the justice's criminal docket, that bribes were accepted to influence decisions, while fees and fines were not accounted for to the local authorities as prescribed by law, records were not properly kept, etc. A summary of this mass of testimony was referred to the attorney-general with the suggestion that proceedings be commenced for the removal from office of both justices. Final action has not yet been taken as the appellate courts have but recently convened.

Private Banks.— The vigorous prosecutions commenced and determined during the first year of the bureau's work in the enforcement of the private banking law, forced a number of the so-called "private bankers" to retire from the private banking business and to engage in other enterprises in no way connected with the savings of immigrants. Two hundred and fifty-three bank inspections were made during the year; 26 of these were found to be violating the private banking law proper, but when notified thereof, immediately became the authorized agents of express companies or transatlantic steamship companies for the purpose of transmitting money abroad; 51 were advertising the word "bank" without being under the supervision of the State Superintendent of Banks, and thus violating section 302 of the Penal Law. Here again, compliance was immediately obtained upon formal notification of the violation. Evidence of the transmission of money without proper authorization was obtained

against four private bankers, who were transmitting money through their *own* correspondents abroad despite the fact that they had been previously notified that this was prohibited by law. In one case, sentence was suspended on immediate compliance; an indictment for grand larceny was found against another, but the defendant is now a fugitive from justice; a third was referred to the state comptroller, and the fourth is still pending. In two instances, although the "bankers" were authorized agents of a steamship or express company and were apparently transmitting all moneys through such companies, it was found that they were secretly transmitting money through their own correspondents at the same time and accepting deposits of money for safekeeping from countrymen to whom they were personally known. Although these alleged transactions were carefully carried on so as not to create any suspicion, sufficient evidence to this effect was finally obtained through constant surveillance of their business and interviews with clients and clerks. As prosecution was about to be commenced, both bankers immediately signified their willingness to comply with the law. The result of the bureau's investigations were referred to the state comptroller's office, and in due course both were licensed under the private banking law.

Again it was found that four private bankers, who had been licensed during the *first* year of the life of this law, had applied for and had become exceptants thereunder upon the filing of affidavits to the effect that the average amount of *each* sum deposited or transmitted abroad by each of them during a fiscal year exceeded $500. Being aware of the nature of the business conducted by these private bankers, and knowing that the majority of immigrants deposit small sums of money, usually ranging from $5 to $100, inspections of the books of such bankers were made in three instances. From a transcript thereof for a short period of time, it became evident that the average sum of each deposit was even less than $100. In two instances, conferences were held with the bankers and the state comptroller, and in due course both recalled their affidavits, renewed their licenses and again became subject to the supervision of the state comptroller. One case is still pending, while the other declined

to permit the bureau investigators to inspect his books. The question of the bureau's authority to compel private bankers to open their books for inspection is now under advisement. In the case of two "bogus" express companies, that had become incorporated in order to evade the provisions of the law, bureau investigators by interviewing customers and clients, learned that money for transmission abroad was being accepted. Before the evidence could be whipped into shape, however, the owners had absconded, leaving many deposits and transmissions unaccounted for.

In addition to the general inspection of each private banker, working agreements to eliminate the unscrupulous and irresponsible agent were entered into between this bureau and the express and transatlantic steamship companies that authorize their agents to accept money for transmission abroad. When serious complaints were received against such agents, the company through whom the transmissions were made was notified thereof, and in several instances agencies were revoked and the banker practically driven out of this business.

Real Estate.— Immediately upon the passage of chapter 759 of the Laws of 1911, which prohibited the offering of prizes of land on the solution of a puzzle, the foreign language newspapers were carefully scrutinized and all suspicious advertisements therein translated. Fifty-six such advertisements were investigated. Frequently bureau investigators, impersonating immigrants, called at the offices of such companies and obtained full details of the land in question. Later, careful inspections were made of the land offered for sale in order to learn whether the statements contained in the advertisements were in accordance with the actual facts. Great difficulty was experienced in obtaining legal evidence on account of the bureau's inability to actually enter into the purchase of real estate for this purpose. Documents and results of investigations were in a few instances referred to the district attorney and placed before city magistrates, but prosecutions could not be commenced for lack of legal evidence. Finding it impossible to prosecute, conferences were held with representatives of the various foreign newspapers and their coöperation obtained for the elimination of all questionable

advertisements. As a result thereof, copies of proposed advertisements were frequently submitted to the bureau for investigation. The reports rendered caused the wording to be changed in accordance with the facts or the advertisement was refused.

Employment Agencies.— In order to properly enforce the provisions of section 155 of chapter 514 of the Laws of 1910, which requires that all employment agencies should be registered with this bureau and that certain specified records be kept, 351 inspections were made. It was found that 207 employment agents were not keeping the records required. These were duly notified that unless the law was complied with immediately, prosecutions would commence. In one instance, a warrant of arrest was obtained and the defendant discharged on condition that the records be kept in the future. In the course of these inspections 65 agents were located who were violating various provisions of chapter 700 of the Laws of 1910, providing for the licensing and regulation of employment agents in cities. These were immediately referred with all evidence obtainable to the mayors or commissioners of licenses of the respective cities.

Chapter 700 of the Laws of 1910 refers only to employment agents in cities who accept payment of fees for such services. Thousands of laborers are sent out of such cities during the year to labor camps and small communities throughout the state. As municipal authorities have no jurisdiction beyond their corporate limits, complaints arising from misrepresentations and misstatements as to the terms and conditions of labor cannot be investigated in the absence of the complainant from the city, and often results in serious loss and hardship to the alien laborer. Padroni, commissaries and labor agents, obtaining immigrant help for such labor camps and in small communities, are at present not regulated and under no supervision, and are accordingly allowed to act according to the dictates of their own conscience. Usually, ignorant, illiterate and avaricious, such padroni bring their men to the place where the work is to be performed under serious misrepresentations without funds; they are held against their will until sufficient wages have been earned permitting them to leave. These so-called "labor agents" are usually in league with licensed employment agencies in cities where the laborers

are generally obtained, but with the complainant out of the municipal jurisdiction, it is almost impossible to bring the licensed employment agent to task. Even though the living and economic conditions are found to be contrary to the representations made, the alien laborer has no redress, as the padrone is all powerful. It has been found that almost six times as many contract laborers are sent to places *outside* of the cities as within them. In the course of the bureau's work in about 40 counties of the state, 39 such padroni having privileges in 59 camps were found. All were charged by various contractors on public works and transportation lines, with the full responsibility of obtaining a sufficient number of laborers for the work to be performed. In return therefor, the padroni was given the privilege of housing the men and providing them with their commissary supplies at his own prices and in accordance with such standards as he himself might set. The laborer thus finds himself absolutely at the mercy of an unscrupulous padrone, who is under no supervision and who fears no law.

Shoe-shine Parlors.— One hundred and forty-four shoe-shine parlors were inspected in order to detect violations of chapter 866 of the Laws of 1911, which prohibited boys under 16 years of age from working in shoe-shine parlors and to ascertain the conditions of labor. The padroni system has become strongly intrenched in this trade, young boys being often brought to this country in violation of the immigration laws, and apprenticed to the padroni for a term of years. Wherever boys appeared to be under sixteen, the matter was referred to the Bureau of Mercantile Inspection of this Department for the necessary action.

The shoe-shine boy, especially among the Greeks, is usually between 16 and 18 years of age, and averages between $8 and $10 per month with board and lodging. With no relatives or friends in this country with whom he can live, he is provided with his meals and sleeping quarters in a room or two rented by the "boss" or padrone in the vicinity of the "parlor," which he learns to call his home. Tips received by the boys are in most instances placed by them in a separate receptacle at the end of the day and taken up by the "boss." Wages are frequently withheld for months, so that the boy cannot leave if dissatisfied, and is forced

to remain at his work indefinitely. The hours of work are ostensibly between 7 in the morning and 10 at night in the tenement districts, but in some cases it has been found to last from 6 A. M. until 11 P. M., every day in the week. With all his time taken up in the "parlor," and without the slightest Americanizing influences at work in his behalf, his lot is indeed a pitiable one. Conferences have been held with the majority of the bosses and individual talks have been had with each of them with a view to a general systematic closing of their parlors for at least one-half a day per week, or a suspension of evening work on four nights a week in order to give the boys an opportunity to attend classes for foreigners, but all attempts have proven futile. Competition is so great that each mistrusts the other and fear that a mere understanding to this effect would not be sincerely carried out by the others. With but few exceptions, the majority of the proprietors of shoe-shine parlors have stated that they would favor the passage of a law which prohibited the employment of boys on Sunday afternoons.

Labor camps.— Labor camps may be divided into three great groups; public works, industries and transportation lines. Of these, the public works (barge canal, highway and aqueduct camps) and transportation lines (railroad construction camps) are of a temporary nature, while the camps conducted by private industries (such as mines and quarries, brickyards, canneries, fertilizer plants and paper and pulp mills) are generally permanent camps.

On account of the temporary nature of the public works and transportation camps, it had previously been found that but little effective work could be accomplished in them. Before the machinery of the various authorities could be set into motion, the camp had changed its location as the work progressed, or the particular work contracted for had neared completion. It was, therefore, decided at the outset to devote the bureau's energies to inspections of the *permanent* labor camps, where plans for gradual systematic improvements could be made. With this in view, the state was districted according to counties, an investigator becoming responsible for the thorough inspection of all immigrant colonies and settlements within the counties assigned to him.

About 40 counties were thus covered throughout the state, most of the spring and summer being devoted to the counties which had not been inspected the previous year. On account of the small field force, it was impossible to cover the balance of the state. Schedules showing in detail the general living, industrial, economic, educational and social conditions were filled out for each camp, special attention being devoted to housing, sanitation, and methods of deduction from wages.

Only 7 barge canal camps and 59 out of 200 highway camps, as these are largely temporary camps, were inspected. With but few exceptions the alien laborers were crowded together, without any sanitary provisions, in filthy shacks or dirty tents. In most cases from 25 to 100 men were frequently employed at a single camp, but no toilets had been erected, while garbage, refuse, etc., were strewn at the very doors of the shanty.

Although not vested with any direct remedial powers, 87 contractors were notified of the existing conditions with suggestions and recommendations for the improvement thereof. Replies were generally received from the contractors to the effect that an immediate investigation would be made and the suggestions acted upon. In some instances, however, the contractor disclaimed all responsibility for the unsanitary living conditions, stating that, "this is up to the commissary man." This means that the contractor had originally referred the entire question of providing adequate living quarters for his employees to an irresponsible and often unscrupulous padrone. The effect of this shifting of the responsibility for the physical well-being of hundreds of men, was in evidence in every camp inspected. The padrone, who is usually the labor agent, answerable to no one and under no supervision, obtained and provided the men for the job, forced them to buy their provisions at his store and sent unitemized amounts of the purchases to the contractor. The latter then automatically deducted the same from the laborers' pay checks without any attempt being made to first check them up or to have them verified by the laborer. Realizing that the employment was of but short duration, the padrone's cupidity resulted in the erection of cheap tents or in the renting of old, abandoned and neglected barns or farmhouses as living quarters for his ignorant charges. In a few

instances, at the request of the contractor, the padrone's attention was also called to these conditions, but invariably no reply was received, showing most clearly his absolute disregard for the health and protection of the men brought by him to the camp and often to this country. In many of the camps visited, it was often found that the responsible persons had never even visited the living quarters of their alien employees and were not aware of the real conditions. On account of the small force of field men available for this work, it has been generally impossible to reinspect these camps for the purpose of learning to what extent improvements have been made.

Industries.— Sixty-three mines and quarries, 26 canneries, 20 brickyards and 3 fertilizer plants were inspected. Wherever the general conditions were found to be unsanitary or the living quarters inadequate, the attention of the owners of the houses was directed thereto. Invariably, the improvements and sanitary precautions suggested were carefully carried out. Systems for the collection and disposal of garbage were installed, ditches to drain off the waste water were dug, new toilets were erected and houses were thoroughly cleaned out and in some instances entirely overhauled and new ones built. The laborer in a permanent camp frequently makes the place his home, lives there with his wife and children, and usually keeps a few countrymen as boarders or lodgers. With the aid of the immigrant lodging place law, it was not a difficult matter to enforce complance with the bureau's orders. Private owners, with but few exceptions, were thoroughly co-operative and grateful for suggestions made, and usually realized that the improvement of their employees' living quarters and of the sanitary conditions of the camp would tend to better satisfy them and induce them to remain more permanently at their work.

In the case of one large iron mine, where over 1,000 immigrants were employed, the owners had requested the co-operation of the bureau in making a thorough survey of the foreign community which had grown up around their plant. This was undertaken with the understanding that the recommendations made for the improvement of the social and sanitary conditions therein would be immediately acted upon. A house to house canvass was then commenced, a census taken and a detailed study made of the hous-

ing conditions, sanitation, water supply, etc. At the same time the educational facilities and the causes for the many infractions of the law by the aliens, were inquired into. In the study of the living conditions it was found that many of the houses were in need of repair; that there was over-crowding among the private families due to the number of boarders being kept; that out-houses were inadequate and vile with human excreta; that live stock, such as cows, pigs and chickens, were allowed to roam about at the very doors of the homes; that the water supply was inadequate and frequently at some distance from the house; that waste water was thrown around the houses, forming contaminated pools, and that garbage and refuse was gathered in heaps around the kitchen doors. It was further found that there were no educational facilities for the children of kindergarten age, and that no social activities had been undertaken of any value or interest to the foreigners, although a large hall for social activities was available. As a result, their tremendous energies were devoted to drunken brawls, which frequently resulted in their arrest. After careful consideration, a comprehensive series of detailed recommendations were made embracing improvements in the living conditions, health, housing, education and social welfare of the community. In a recent re-inspection, the place was almost unrecognizable — so many improvements having been made. It was found that eight new large concrete houses were being constructed to relieve the congestion; that many of the old ones had been repaired; that small out-houses had been put up to house the live stock and partitioned off for use as store rooms; that receptacles for the collection of the excreta had been placed in the toilets under the seats; that the water had, in many instances, been drawn into the houses by means of pipe lines; that sinks and cess-pools had been constructed to carry off the waste water, and that the garbage and refuse was being collected in barrels and carted off to an incinerator which had been erected some distance away. In addition to these concrete and practical improvements, a domestic nurse and educator was engaged under the supervision of the North American Civic League for Immigrants, which had heartily entered into this work. Frequently visiting their homes, the foreigners had commenced to respect this nurse, and had learned to take advan-

tage of her many suggestions for the improvement of their health. Women's clubs and children's clubs have been organized, and a sense of civic pride is now being gradually created. The company officials are delighted with the changes wrought, and with the decrease in drunkenness, while the foreigners have commenced to realize that others are interested in their welfare.

Similar requests for suggestions and recommendations have been received from other firms and corporations employing large groups of foreigners. These were acted upon in several instances, in cooperation with the North American Civic League for Immigrants, with the same results.

In the case of the canneries, where conditions were perhaps at their worst, but little improvement has been obtained. The surrounding grounds were frequently littered with filth, while the shanties and dormitories were so thoroughly congested that at times families of from six to ten members were compelled to live, sleep and eat in a single room. Nothing could be done to relieve the congestion as other quarters were not available. In several instances at the bureau's suggestion, the grounds were cleaned up, badly drained spots filled in, and a sanitary garbage disposal system installed. The limitations of the lodging place law having been defined by the courts, the bureau is now serving notice upon all canners that its provisions will be strictly enforced during the coming year in the matter of licensing and regulating all such lodging places.

Transportation.— Over 700 camps were maintained during the year by the various railroads in this state, a number of them, however, being camps for section gangs consisting of from but two to eight or ten laborers. To cover all of these in the short time allotted was a physical impossibility. Fifty-four typical camps were inspected along the road, in order to obtain a birds-eye view of the general conditions at *various* points along the line and to learn the methods in vogue in making deductions from laborers' pay checks, etc. Railroad camps are of two kinds: one, the small maintenance camp for section gangs; the other, the large construction camps for permanent road improvements, ballast work, etc. The small maintenance camps were generally found to be in fair condition. Some railroads had even erected small shanties con-

taining large windows for light and air as well as a toilet nearby. The worst conditions, however, were found in the camps housing large construction gangs where from fifty to two hundred men were employed at one time. Here, strings of box-cars numbering from five to twenty-five were used for sleeping purposes. Many of these were old, the interior, floors and walls dirty and littered with filth and the wooden bunks and bedding so vermin ridden that the men were frequently compelled to sleep outdoors. In some of these camps, portable toilets had been erected and pits dug for the burial of the garbage, but in most of them the men were compelled to use the fields, while garbage was strewn in heaps all around the cars, and waste water had formed contaminated pools.

In the case of two railroad systems, a detailed study of the general conditions was made and the co-operation of the companies' officials obtained — comprehensive recommendations being made for the improvement of the housing and living conditions of their alien employees along the entire road. The railroad companies, through their chief engineers, were generally co-operative and acted upon the suggestions for improving these conditions. This perhaps was partly due to the scarcity of labor and their wish to do almost anything that might possibly induce the laborers to remain in their service.

EDUCATION.

Distribution of Names of Children.— Acting under the powers conferred by subdivision 2 of section 153 of the bureau law, which requires that the names of newly arrived immigrant children of school age shall be distributed among the various school authorities in the state according to the respective localities to which said children are destined, in order to aid in the enforcement of the compulsory education law, this bureau distributed a total of 15,332 names. Of these, 13,129 were sent to the Permanent Census Bureau in Greater New York; 1,229 to the large cities, including Buffalo, Rochester, Syracuse, Albany, etc.; 691 to the small cities, and 273 to the rural districts.

This work will be more effective when the Federal government extends its co-operation and sends the names of children arriving at all ports and destined to New York State, as well as those arriv-

ing at the port of New York. The names and addresses of children admitted on a bond are now sent directly by the Federal government to the school authorities.

The appropriations providing for educational and publicity work did not go into effect until October 1st, so it has not been possible to take up the question of camp-school education, committed to the care of the bureau, by the legislature of 1912. The preparation and distribution of information to immigrants within the state have been neglected for the same reason, but a staff of three people is now at work on these educational matters. A study has been made of naturalization facilities within the state and their relation to educational work, and through recommendations made to the North American Civic League, the schools in a number of the large cities are introducing citizenship courses.

Legislation.— This consisted largely of strengthening the existing laws and remedying defects in the matters of requiring bonds from immigrant lodging-place keepers, this being made a matter of discretion to avoid obvious hardships in cases where the liability of the keepers was very small; extending the powers of the bureau in the matter of issuing subpœnas for persons and papers and in the matter of inspections; extending the provisions of the real estate law to cover puzzles and similar advertisements; including in the educational provisions of the bureau the power "to ascertain the necessity for the extent to which instructions shall be imparted to aliens within the state" and the repeal of an old law passed in 1848 regulating bookers which was unenforceable and in conflict with the regulations of the bureau.

The existing laws are, therefore, as strong as the present needs require, in the absence of any court decisions, construing the provisions of said laws.

RECOMMENDATIONS.

The second year's experience of the bureau has strengthened its belief in the necessity for the passage of its recommendations made in the report of 1911.

Unemployment.— The state is not dealing in any adequate manner with unemployment, and free employment agencies should be established in the various industrial centers of the state, and

the employment agency laws, now applicable to cities and enforceable by mayors, should be extended to the whole state. I, therefore, recommend the establishment of two new bureaus in the Department of Labor, one to deal with the administrative matters involved in conducting free employment agencies, and the other to deal with the matter of the regulation of private employment agencies. There can, in my judgment, be no system of distribution or coöperation with other states, which must necessarily include the ports of New York and Buffalo, until the state acts as a unit, instead of through a score of municipalities, each with a different conception of the importance and meaning of the unemployment problem and employment agency regulations. New York State offers the incoming administration an unparalleled opportunity to solve its most perplexing problem.

Labor camps.— Next in importance is the establishment of minimum standards of housing and sanitation in camps and industrial communities in unorganized districts. These include public works, quarries, mines, brickyards, transportation camps, canneries and other industries. There are thousands of them in the state where aliens are chiefly employed where the standard of living is a menace to the safety, health and morals of the people of this state.

I, therefore, recommend the following minimum requirements, to be enacted into law, enforceable by this bureau, applicable to all such communities:

1. Every employer of labor on any work in any lumbering, mining, construction, or other camp, sawmill, or other industry, in any portion of an unorganized district, or used for seasonal work, shall, upon the establishment of each and every camp for work, forthwith notify the Commissioner of Labor of the establishment of the same, and when requested to do so shall furnish such particulars as may be required by the said Commissioner.

2. The owner, manager, agent, or foreman of any lumber, mining, or other camp, sawmill, or other industry located within an unorganized district, or used for seasonal laborers, shall, in connection with every such industry or works, be responsible for the execution and enforcement of any regulation herein contained or hereafter to be adopted.

3. If in the opinion of the Commissioner of Labor the site of any camp or works is unhealthy or unsanitary, he may order the removal of such camp or works to some other site to be approved by him.

4. Any house, tent, or dwelling, or building, occupied by the employees engaged in any industry located within an unorganized district, or for seasonal labor, shall contain sufficient cubic feet of air space for every occupant thereof, and such arrangements of and provision for sleeping quarters as may in each instance be deemed necessary by the Commissioner of Labor, and shall further be provided with efficient means of ventilation. The floor of every dwelling shall be constructed of boards or planks or other material equally suitable for the purpose, raised on supports at least one foot from the ground, and so made that it shall be tight. Every dwelling other than a temporary tent shall be lighted by windows so constructed that they can be opened when necessary.

5. The method of ventilation of every dwelling in which a stove or furnace is used shall be such as will satisfy the Commissioner of Labor.

6. Every camp or works of every industry coming under these regulations shall be equipped with facilities for bathing and laundry purposes.

7. Every camp or works shall be supplied with a building or tent constructed and set apart as a kitchen and having a dining-room in connection therewith, with proper conveniences for the cleanliness and comfort of the employees.

8. Proper receptacles shall be kept on hand into which all refuse, whether liquid or solid, must be placed, and such refuse must be regularly destroyed by fire or removed to a safe distance from any building and be so deposited as to not create a nuisance or contaminate the drinking water.

9. Latrines, earth, or other closets must be located, constructed and maintained in a manner satisfactory to the said Commissioner of Labor.

10. Stables in connection with any camp or works must be located as not to contaminate the water supply, and must not be less than 125 feet distant from any dwelling or kitchen. This distance may be increased at the discretion of the Commissioner of Labor.

11. The water supply of any camp or works must be uncontaminated and obtained from a source satisfactory to the Commissioner of Labor.

Notaries public.— I again call the attention of the Executive Department to the necessity for regulating notaries public, requiring that they keep records of their transactions and that these be open to public inspection, and that provision be made for such inspection. The "legal papers" now issued by many such irresponsible officers, and the frauds committed through the issuance of powers of attorney and papers dealing with property located in foreign countries, are becoming matters of international importance. I also recommend in this connection the licensing by this bureau of all persons conducting collection agencies and business agencies for the purpose of settling estates abroad, settling legal affairs, securing release from military duty, etc., except

where such persons are duly admitted members of the state bar. These frauds now go on unchecked as the collection agent avers that he is the representative of a foreign lawyer where as a matter of fact when he gets a case he looks up in a guide book a lawyer in the territory where the case falls and asks him to conduct the foreign part of the transaction. He knows nothing about him and uses him as the excuse for his own dishonesty or nonperformance of his obligation. I refer to my report of 1911, page 105, for a fuller report on this matter, and urge that the state deal with this matter without delay.

Steamship Ticket Agents.— I also recommend that as the bureau has a staff speaking the foreign languages and is now inspecting practically all of the other activities cf steamship ticket agents that the enforcement of the law requiring steamship agents to be licensed be transferred from the comptroller's office to this bureau and that authorized agents be included within the provisions of the law. It is the contention of the steamship companies that they are best able to regulate the practices of their agents. In this I cannot concur, since these agents conduct many side lines of business and it may well be that methods which help the lines and serve competition do not necessarily serve the best interests of the state, nor do they necessarily give the best services to the purchaser of tickets, whose protection is the immediate duty of this state.

Shoe Shining Parlors.— I strongly recommend that legislation be enacted prohibiting children and young persons from working seven days a week and believe that the only effective way to do this is to close such parlors on Sundays.

Land Investments.— Lastly, I recommend that a necessary measure to the success of distributing immigrants to the land is the safeguarding of such investments and the restoration of faith in our land propositions. These evils have grown so tremendously that the immigrant is becoming reluctant to buy a home or take up land. New York is one of the chief exploiting points, land being advertised here or papers circulated in the state which offer land in all parts of the country. I submit for your consideration a method discussed at the meeting of the National Conference of Immigration, Land and Labor officials held in

Chicago in November, as a basis for investigation or action. I urge that immediate steps be taken in this matter if this state is to preserve her reputation for the protection of the immigrant:

That this Conference urge upon the governors and legislatures of the states having land suitable for agricultural settlement, the necessity of adequate measures providing for the definite guidance of prospective settlers in finding land adapted to their needs, and protecting them against exploitation in the purchase of this land, with the following minimum standards:

(a) The voluntary registration of land available for agricultural settlement, with a description of the land accurately setting forth its location, quality, fitness for cultivation, prices and terms upon which it may be obtained.

(b) Publication of lists of land dealers so registered, the same to be revised periodically and furnished to all inquirers.

(c) The approval of the forms of contracts used by registered dealers in the sale or transfer of land to settlers.

(d) The inspection of all advertising material issued by registered land dealers and the cancellation of their registration for failure to comply with the minimum standard of accuracy of statement.

(e) The criminal prosecution of any land dealer whether registered or not, who is guilty of fraud in the sale of land to a settler, and the securing of all possible redress for the settler.

(f) The publication of accurate information with respect to the general opportunities for agricultural settlement in the state.

(g) The appropriation of funds sufficient to permit the effective performance of these duties.

Respectfully submitted,

(Signed) FRANCES A. KELLOR,
Chief Investigator.

P I 6 1914

NEW YORK STATE DEPARTMENT OF LABOR

THIRD ANNUAL REPORT

OF THE

BUREAU OF INDUSTRIES AND IMMIGRATION

FOR THE TWELVE MONTHS ENDED SEPTEMBER 30

1913

REPRINTED FROM THE THIRTEENTH ANNUAL REPORT OF THE COMMISSIONER OF LABOR

JAMES M. LYNCH
Commissioner of Labor

ALBANY
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REPORT OF BUREAU OF INDUSTRIES AND IMMIGRATION.

Hon. JAMES M. LYNCH, *Commissioner of Labor:*

SIR.— I have the honor to transmit herewith the annual report of the Bureau of Industries and Immigration, covering work performed from October 1, 1912 to September 30, 1913.

With the completion of its third year, the Bureau has made itself a vital factor in the solution of the State's immigration problem, a boon to its thousands of alien residents and, to a considerable extent, a deterrent force against the unscrupulous evil-doers who live upon the credulity and ignorance of its newly arrived immigrants. Through an educational campaign of publicity and the sympathetic personal contact of its field staff in the course of inspection tours, the various services of the Bureau have become so well known to the State's alien residents that from 150 to 200 of them applied every week during the past year at the New York and Buffalo offices for advice or information, for the purpose of filing complaints or for other assistance of sympathetic and understanding officials. Every effort has been made to reach the immigrant before he found himself in need of the State's protection, and, through repeated personal warnings and publicity, he was kept informed of the many vicious schemes which are constantly being used to exploit him. The number of individuals who called at the office this year has increased two-fold over those of last year and has nearly quadrupled those of the first year. The considerable number of persons who have profited by the advice given and by the plain truths published cannot be estimated. With its work and duties so thoroughly wrapped up with the sorrows and woes of our large mass of undigested and unassimilated humanity, the Bureau has in reality become the official clearing house of all the State's various immigration problems. That it is filling a long needed want in the administrative machinery of the State's humanitarian work is evident from even a casual examination of the many simple, crude, yet sincere letters of appreciation and thanks received from many of the hundreds who have received direct aid, or the thousands whose living conditions have been improved.

General Problems.— The importance of providing for the welfare of our alien residents, for their own protection and health and for their intelligent and normal assimilation cannot be overestimated. Over 2,700,000 persons, or nearly 30 per cent. of our total population, are foreign born whites. Over 700,000 of the male residents of voting age are unnaturalized. In the last decade nearly 840,000 *new* immigrants have settled in this State. The dormant power for future good or evil of this addition to our population is enormous. Only in so far as these prospective citizens receive protection in the early stages of assimilation, will they respect our laws and form of government when later the duties, powers and obligations of citizenship are conferred upon them. Credulous, simple-minded and impressionistic, their open, plastic minds are permanently affected by their early trials and tribulations. Their regard for our laws, their understanding of the keynote of our nation that "all men are created free and equal" and their desire to live according to their own standards of living, will depend, to a large degree, on the helping hand the State can give them on the rough road they must first travel. To this vast internal problem of adjustment should be added the fact that in 1912 over 750,000 aliens passed through the Port of New York in going to or coming from other States. These presented an additional field for exploitation for hordes of unscrupulous train hands, express agents, hotel representatives, hackmen, runners and railroad immigrant agents.

Immigrant Legislation Outside the State.— It is of interest to note the wide-spread attention other states and cities have given to the special needs and requirements of their alien residents as a result, to a large extent, of the Bureau's activity and work it has accomplished. California has already created a permanent Immigration Commission; New Jersey and Massachusetts have Commissions on Immigration which are investigating the extent of this problem in their respective States and which will very likely recommend to their Legislatures next January the creation of bureaus with powers similar to those of this Bureau. Illinois, Pennsylvania and Washington are now considering the same situation. The city of Cleveland has created a Department of Immigration and Employment "to assist the immigrant to

solve his own problem," while other cities and states have enacted legislation for the protection, education and welfare of their alien residents.

The Federal Government is also awakening to its responsibilities. A bill creating a Commission on Naturalization to investigate the naturalization facilities, requirements, language qualifications and status of the alien under the present Federal and State laws is pending in Congress, while a Federal redistribution centre for immigrants, with an appropriation of $20,000 has recently been created at Chicago. Plans are now under way for the creation of a Federal Bureau of Distribution in the new Department of Labor, which shall be vested with power to establish labor exchanges at important industrial centers, furnish information concerning business opportunities and reduce unemployment to a minimum, license and regulate employment agencies and steamship ticket agencies doing an interstate business, protect aliens in transit, investigate their interstate complaints, provide for the registration and furnishing of information concerning lands for settlers and the investigation of the terms and conditions under which such lands are offered for sale, and to devise some method of providing long-time, low-interest loans to settlers. The country at large seems to have realized that its domestic immigration problem requires immediate attention.

Bureau Staff.— Although the official staff of the Bureau was increased during the year from 14 to 23, this increase was more apparent than real. Miss Frances A. Kellor, the former Chief Investigator of the Bureau, through whose foresight, sincerity and untiring energy the Bureau had been organized, and its scope of activity developed on broad, far-reaching lines, resigned in February of this year, from which time the writer has remained in charge as Acting Chief Investigator. Until the official appointments provided for by the increased appropriation were made, Miss Kellor had employed at her own expense a secretary, a statistician, a file clerk, a complaint clerk, two stenographers and occasionally other temporary clerical help, all of whom severed their connection with the Bureau at the time of her resignation. The actual increase in the staff was, therefore,

only *three* — a special investigator to supervise the work of the Buffalo office, a secretary in charge of the Bureau's educational and publicity work and an assistant to the counsel. In April an additional stenographer was permanently assigned to the Bureau. In November the Buffalo office was reorganized on a broader basis, under the direct charge of an investigator who also had to act as counsel, assisted by another investigator speaking Greek and some of the Latin and Oriental languages, and a stenographer speaking Polish and Slavish. Upon the appointment of the two additional investigators provided for by the Legislature for the next fiscal year, the Bureau staff is able to handle the following seventeen languages: Armenian, Bohemian, Bulgarian, Croatian, French, German, Greek, Hungarian, Italian dialects, Lithuanian, Polish, Russian, Ruthenian, Slovak dialects, Syrian, Turkish and Yiddish. Only through the wholehearted interest and zeal of every member of the staff was it possible to cope with the amount of work actually disposed of.

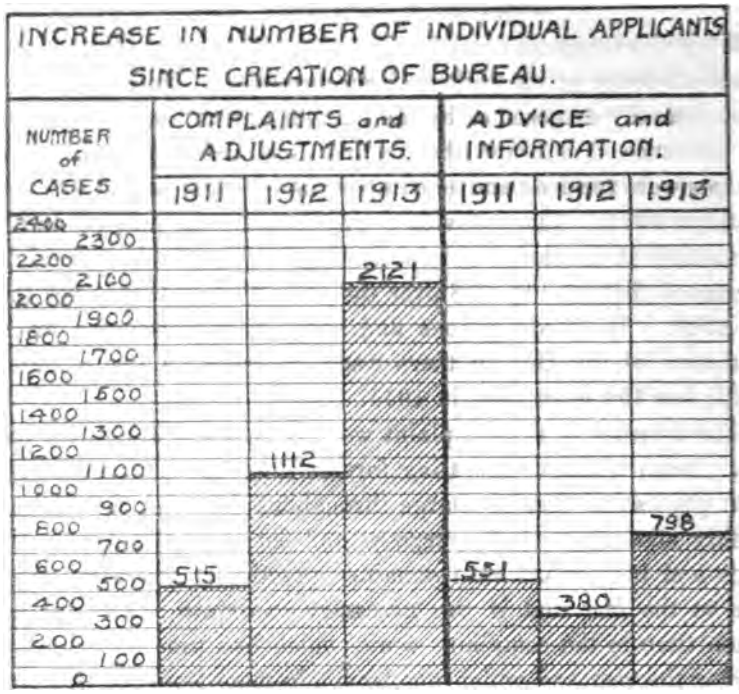
The internal machinery for the proper execution of the Bureau's work is divided into four main divisions; administration, complaints and adjustments, investigations and inspections, education and publicity. The duties of each division are now carefully defined and thoroughly organized. The planning and adoption of the policies to be followed, general supervision of the work of both offices and of division chiefs and hearings, are under the direct control of the chief investigator. The complaint work, which includes the drawing up of affidavits, recommending investigations thereof, preparing cases for civil suit and taking direct action in criminal matters is in charge of the counsel and his assistant. The field staff and assignments for investigations and inspections are in charge of a supervising investigator for the western district at Buffalo, and, for the present, under the acting chief investigator for the eastern district. The statistical work, preparing of statements and articles for publication for the general education and protection of the immigrant, school card distribution, etc., is in charge of a secretary.

Comparison of Three Years' Work.

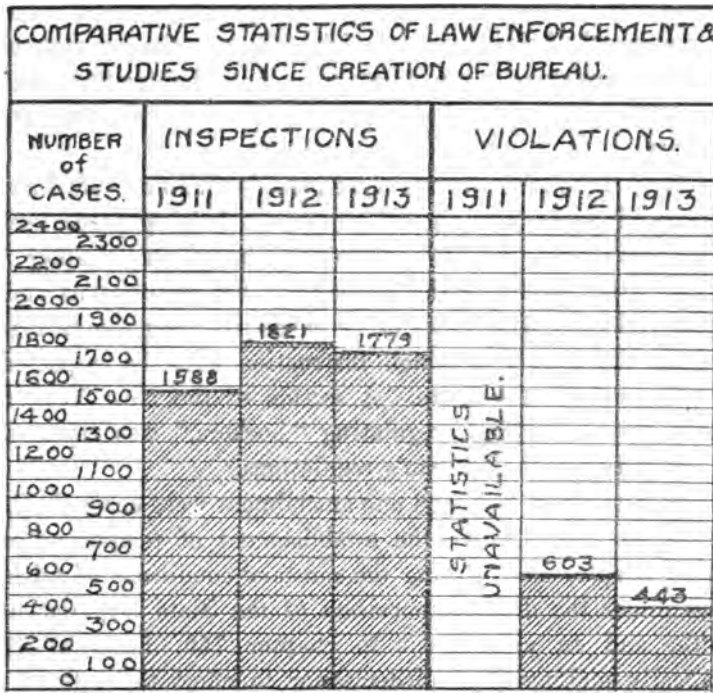
With the thorough organization of the Bureau work, the maximum efficiency of its staff has been developed. In comparing the work actually disposed of by the Bureau during the three years of its existence, it is found that in this fiscal year, 1,009 more complaints were received and acted upon than in 1912, and 1,611 more than in 1911. The individual applications for advice and information in matters not constituting real cause for complaint, increased this year by 418 over those of 1912 and 247 over those of 1911. In investigations and inspections conducted on the initiative of the Bureau there were this year 42 fewer than in 1912, but 191 more than in 1911.

The increase in the complaint work is no doubt due to the regularity with which co-operating foreign language newspapers have been publishing free of charge throughout the year, the Bureau's weekly statement of its purposes and services. That investigations and inspections have remained practically at a standstill, is due to the fact that it was necessary to devote almost twice as much time to the complaint work, which had practically doubled during the year and which was from a humane point of view more immediately urgent. There were 160 fewer violations of law discovered and acted upon during 1913 than in 1912. No comparison can be made with the violations found in 1911, as the statistical records at that time were not kept in the same way.

Personal Assistance.— The statistics of complaints filed by individual immigrants and aliens since the creation of the Bureau show that they have almost doubled in number each year. Applications for advice and information more than doubled this year when compared with those for 1912, and increased one and one-half times over those for 1911. This clearly proves that as the Bureau's various services have become more widely known to the State's alien residents, it has become of greater direct usefulness to them in their individual complaints, grievances, personal misfortunes and difficulties. The following diagram more clearly visualizes the extent and growth of this *personal* work as conducted by the Bureau since the time of its creation:



Law Enforcement.— In comparing the inspections, studies and law enforcement work of the Bureau for the past three years, the figures are not at first sight so striking. The same relative amount of work appears to have been accomplished. To a large extent, the nature of these inspections was the same year after year. But a number of *new* investigations were also started each year as the old conditions were remedied. The violations of law discovered this year decreased more than 26 per cent as compared with those of the previous year. This shows an increasing tendency to comply with the various immigrant protective laws of the State. The following diagram will show the extent of the Bureau's initiatory work when considered from a purely statistical point of view:



Immigrant Welfare Legislation.—Sixteen important immigrant protective or welfare laws have been passed or amended by the New York State Legislature during the last three years at the initiative of the Bureau. This does not include many "rules and regulations" for the improvement of labor camps, lodging places, etc., which the Bureau drafted and sent out.

In 1911 three new laws and six amendments were enacted: Chapter 540, making it a misdemeanor for immigrant hotel keepers or their employees to solicit the surrender of steamship tickets; chapter 415, prohibiting steamship ticket agents from publishing misleading advertisements, and providing for the posting of authorizations; chapter 578, requiring the licensing of all persons selling steamship tickets, or their authorization in writing as agents of steamship companies; chapter 845, providing for the licensing of all immigrant lodging places; chapter 393, providing for a more rigid enforcement of the private banking law; chapters 771 and 772, amending the general corporation laws so

as to restrict and regulate the corporate banking business; chapter 575, making the holding out of misleading promises or statements regarding employment a misdemeanor; and chapter 759, making it a misdemeanor to sell real estate by false and misleading advertisements.

In 1912 three amendments were passed: Chapter 845, Laws of 1911, making the bonding of immigrant lodging place keepers discretionary with the State Labor Commissioner; chapter 514, Laws of 1910, extending the Bureau's power of subpoena and inspection; chapter 514, Laws of 1910, empowering the Bureau to ascertain the extent to which instruction shall be imparted to aliens throughout the State. A section of the New York City charter passed in 1848, regulating "bookers," was repealed as it conflicted with the Bureau's regulations.

In 1913 two new laws and one amendment were enacted: Chapter 176, making possible the establishment of temporary camp schools; chapter 514, placing the sanitary conditions of all labor camps under the direct supervision of the State Department of Health, and an amendment to chapter 759, Laws of 1911, specifically making it a misdemeanor to effect the sale of real estate by any "puzzle method" whatever.

I. SUMMARY REVIEW.

Three thousand and nine hundred examinations into situations — individual and general — affecting immigrants throughout the State of New York were made by the Bureau during the fiscal year ending September 30, 1913. Of these, 2,121 dealt with specific personal complaints or grievances affecting individual immigrants, while 1,779 consisted of general inspections made on the initiative of the Bureau to enforce the various immigrant protective statutes, or as studies to devise ways and means of providing for the immigrant's protection, distribution and welfare. In addition to the complaints filed and inspections made, 798 other immigrants applied for and obtained advice or information on matters affecting their welfare.

An analysis of the work carried on by the Bureau during the year can best be described under the following headings:

1. *Individual Complaints.*—(a) Transportation (186): Steamship ticket agents 92; runners 25; transfer and express companies 19; docks and ferries 5; withheld baggage 40.

(b) Labor and Living Conditions (914): Employment agencies 99; wages 657; contract labor 14; labor camps 44; accidents 100.

(c) Savings (261): Private banks 94; real estate 98; loans 54; insurance 7; benevolent societies 8.

(d) Legal affairs (144): Lawyers 102; notaries 7; collection agents 10; interpreters 5; partnership frauds 20.

(e) Miscellaneous, alleging crimes, ill-treatment, etc. (279): Frauds 173; larceny 21; assault 21; extortion 16; white slavery 18; disorderly houses 2; merchandise frauds 11; misleading advertisements 17.

(f) Miscellaneous, alleging misfortunes, etc. (196): Deportation 42; domestic relations 47; lost immigrants 27; lost articles 69; aliens in prison 8; naturalization 3.

(g) Miscellaneous — unclassifiable, 141.

The investigation and adjustment of these specific grievances involved 1,838 investigations by Bureau investigators, 70 hearings, many court processes and a considerable amount of correspondence, office interviews, etc. Four hundred and fifty-seven

such "cases" were still pending at the close of the Bureau year, the balance having been satisfactorily adjusted, referred to co-operating agencies, or otherwise disposed of.

2. *Investigations and Inspections.*—(a) Transportation (351): Docks and ferries 58; railroad stations 37; cabmen 14; runners 7; steamship ticket agents 235.

(b) Labor and living conditions (1,034): Employment agencies 180; labor camps 185; immigrant lodging places 448; suspected lodging places 184; immigrant homes 34; bootblack parlors 3.

(c) Savings (259): Private banks 257; real estate agents 2.

(d) Legal affairs (135): Notaries public 123; lawyers 12.

In addition, 289 reinspections were made in order to learn whether orders issued had been complied with.

3. *Violations of Law Discovered.*—A total of 443 apparent violations of law were discovered and acted upon. These may be divided into:

(a) Steamship tickets — 155 cases — selling or advertising their sale without being licensed or authorized under chapter 578 of the Laws of 1911, or failing to post such authorizations conspicuously under section 1563 of the Penal Law.

(b) Runners — 4 cases — soliciting immigrants without being licensed under section 349 of the New York City charter.

(c) Employment agencies — 148 cases — failing to keep records under section 155, chapter 514 of the Laws of 1911.

(d) Immigrant lodging places — 20 cases — not licensed under chapter 845 of the Laws of 1911 as amended.

(e) Private banks — 58 cases — accepting deposits for safe-keeping or for transmission abroad without being licensed by the State Comptroller, in violation of chapter 348 of the Laws of 1910 as amended, or advertising themselves as "banks" or "bankers" in violation of section 302 of the Penal Law.

(f) Lawyers — 31 cases — practicing or holding themselves out as such without having been duly admitted to the bar in violation of section 270 of the Penal Law.

(g) Notaries public — 27 cases — holding themselves out as such in violation of section 1820-a of the Penal Law.

All but 45 of these cases were disposed of, compliance having been generally obtained.

4. *Prosecutions.*— Thirty-two criminal prosecutions were started for violations of: the private banking laws 5; the notaries public laws 3; the steamship ticket laws 3; the employment agency laws 4; the lawyers laws 2; the porters ordinance 1; the immigrant lodging place law 2; the federal statutes regulating the booking of coal passers 2; larceny 3; assault 1; attempted rape 1; white slavery 1; seduction under promise of marriage 1; fraudulent mining schemes 2; and one against a police sergeant for neglect of duty. In 4 cases jail sentences were imposed; 4 were fined; 6 received suspended sentences; 3 are fugitives from justice; 3 have been indicted by the Grand Jury but later discharged; 3 were found "not guilty" after trial; 5 were dismissed by the magistrates and 3 are still pending.

5. *Other Results.*—According to actual returns obtained, over $4,000 in small amounts was refunded to immigrants as a result of the investigation of individual complaints, while additional refunds were obtained by the various legal aid societies and charitable organizations to whom cases beyond the jurisdiction of the Bureau were referred. A much greater additional sum was undoubtedly reimbursed to complainants as a result of the Bureau's efforts, as the Bureau was not always notified of the final disposition.

Evidence obtained by the Bureau and submitted to prosecuting attorneys assisted in the conviction of several notorious immigrant swindlers after prosecutions had been commenced.

The licenses of one questionable immigrant hotel, one employment agent and one runner were revoked, while other runners, porters and expressmen were fined as a result of evidence submitted by the Bureau.

At the suggestion of the Bureau, one large railroad company installed metal bunks in all its box cars used to house its alien laborers, and inaugurated a "checking" system of accounts so as to eliminate overcharges by padroni or contractors. Another company has decided to install similar beds next spring, and at the Bureau's request has already reorganized its entire employment system.

6. *New Legislation.*— Three important laws for the protection and education of the immigrant were drafted with the help of the

Bureau during the year and were subsequently enacted into law. These included chapter 590 of the Laws of 1913, making it a misdemeanor to advertise the sale of real estate by means of the "puzzle method"; chapter 514 of the Laws of 1913, which in reorganizing the State Department of Health, provided for the inspection of labor camps by the State Commissioner of Health, and chapter 176 of the Laws of 1913, providing that local boards of education may establish schools for children or adults in temporary public works camps throughout the State wherever the lack of educational facilities or the number or age of the camp's inhabitants may warrant same.

7. *Inter-Department Co-operation.*— In an attempt to put into practical effect the provisions of the new temporary camp school law, the Bureau inspected many public works labor camps and in forty instances referred copies of its reports to the State Department of Education where the establishment of such schools seemed advisable — the necessary machinery for their establishment being thus set in motion.

During the convention of the New York Canners' Association at Utica, recommendations were made for the sanitation of the living quarters provided by the canners for their alien employees. The enactment of these recommendations into law by the newly created Industrial Board of this Department was also recommended. Similar recommendations were referred to the Public Health Council of the State Department of Health as suggestions for the enactment of a Sanitary Code for other labor camps throughout the State.

With the co-operation of the chief of the Bureau of Licenses of the City of New York, a campaign was recently started against the hordes of hackmen, runners and porters who infest the vicinity of the Barge office, and has already resulted in the arrest and conviction of a number of them.

II. DIVISION OF COMPLAINTS AND ADJUSTMENTS.

Under the law creating the Bureau, it is authorized "to effect as far as practicable an amicable settlement or adjustment of complaints" filed by aliens who have been defrauded or who feel that they have been taken advantage of or imposed upon. Persons thus aggrieved personally call at the Bureau offices, or are referred by private immigrant protective organizations, foreign consulates, public authorities and others. In this manner 2,919 individuals either filed affidavits or letters of complaint, or applied for advice or information during the year. When a complaint was filed the respondent was requested to state his side of the controversy, after which the complainant was advised as to his rights. Although the Bureau does not attempt to exercise any judicial functions, amicable adjustments to the satisfaction of both parties were obtained in a large proportion of the complaints through the good offices of the investigator assigned to the case. In the more important and involved matters, both parties were brought to the office for an interview with the Bureau counsel, or hearings were called and witnesses placed under oath. Cases were invariably adjusted or explained to the complete satisfaction of the complainant, or referred to other co-operating agencies. Where, however, evidence of the commission of a crime was unearthed, the Bureau applied directly to a committing magistrate for a warrant of arrest or referred such evidence to the local district attorney.

Five hundred and thirty-eight of the 2,121 immigrants or aliens who filed written complaints had to be referred to other organizations. Even in a number of these "referred" cases the Bureau made the preliminary investigations and definitely outlined the issues involved, thus being of considerable service in their ultimate disposition. In this manner 215 cases were referred to the Legal Aid Society in New York City for civil action, after the Bureau had unsuccessfully made every effort to bring about an amicable settlement. As the State cannot appear in behalf of any of its residents in any civil court proceeding, this co-operation of the Legal Aid Society was of inestimable value. One hundred and seventy-eight other immigrants, with

different complaints and troubles, were referred to other officials and organizations in this State, while the remaining 145 were referred to officials, legal aid societies and philanthropic organizations in other states.

An analysis of the referred cases, exclusive of those sent to the Legal Aid Society in New York City, shows very effectively the place of the Bureau in the general humanitarian and law enforcement scheme of city, state and nation. Most of the 12 referred deportation complaints were sent to the United States Commissioner of Immigration; the 38 fraud cases were sent to the police departments, legal aid societies and foreign consultates in the cities where the complainants resided and the 24 bank complaints were sent to the State Superintendent of Banks and the State Comptroller. Practically all of the 60 referred employment agency complaints were sent to the city commissioner of licenses, and the 5 complaints against runners to the police department. In practically all of the 176 referred wage claims, and 8 miscellaneous complaints, legal aid societies within and without the State were requested to take the necessary action.

Summary of Complaints.

The varied nature of the complaints filed illustrates how almost every class of individuals with whom the immigrant comes in contact during the early stages of his struggle to succeed takes advantage of his unfamiliarity with our language, customs, laws and form of government. Even though at times no existing remedy at law could right the wrong, and the Bureau could be of no special service to the applicant, he was made to understand the legal difficulties involved and was then referred to some interested organization or individual who could give him a new start. Of the 2,121 complaints 186 related to transportation; 914 to labor and living conditions; 261 to savings; 144 to legal affairs; 279 to miscellaneous crimes, ill-treatment, etc.; 196 to miscellaneous misfortunes, while 141 could not be classified.[1]

Transportation.— The 92 complaints against steamship ticket agents alleged that money was paid for tickets which were never received, refunds on cancelled tickets were being withheld, de-

[1] See Appended Diagram No. 4.

posits were not returned although no tickets had been issued and the passengers found they could not sail, while prepaid tickets which the agent was to have sent abroad to the purchaser's relatives were never mailed. One notorious licensed agent, for instance, advertised in a number of foreign language newspapers tempting inducements to prospective purchasers of tickets. Twenty complaints were received against him. The Bureau preferred charges with the State Comptroller, who revoked his license. With the co-operation of the Austro-Hungarian Consulate, evidence showing the commission of grand larceny was finally obtained. He was arrested, indicted, convicted and sentenced to the State Penitentiary. Claims against him have amounted to several thousand dollars. The Legal Aid Society, to whom these claims were referred, is now bringing suit to set aside the penalty under his bond for the benefit of his creditors. In another case an agent in Buffalo who had been engaged in various lines of business and appeared to be a chronic business failure, concluded his career by appropriating to his own use money paid for prepaid transportation orders by unsuspecting aliens who desired to bring their families to this country. Their relatives not arriving after a reasonable time, the complainants came to the Bureau for assistance. A warrant of arrest for grand larceny was procured, and on pleading guilty he was sentenced to serve a term in Auburn Penitentiary. A settlement was then made with the steamship company for whom the tickets were sold and the complainants were reimbursed. Both of these cases received wide publicity among other agents and immigrant bankers and have undoubtedly served to make many of them more careful in the conduct of their business.

Complaints of overcharges were received against 19 baggage transfer and express agents and 5 against hackmen, while 5 others related to ill-treatment on docks and ferries. The majority of these could not be adjusted as the complainants were about to embark. In one instance, several complaints having been made against an expressman having a stand at a certain railroad depot, two Bureau investigators, disguised as immigrants, employed this expressman to carry their hand baggage and permitted themselves to be overcharged. The Chief of the Bureau of Licenses

to whom the matter was referred, then warned the expressman that his license would be revoked if another such complaint was brought to his attention.

The 40 complaints of withheld baggage were due largely to the practices of unscrupulous keepers of small lodging places, who declined to return their immigrant lodgers' possessions unless extortionate charges were paid. As a result of the Bureau's intervention, 14 immigrants received their possessions immediately, while the others compromised their claims.

Labor and Living Conditions.— The 99 complaints against employment agents included charges that fees were not returned where positions were not found or applicants were discharged within the week; that applicants for employment were sent out of the cities to places where work was not had or where conditions were misrepresented, etc. Where the question of a fee was involved the case was immediately referred to the various commissioners of licenses, while the others were handled directly by the Bureau. A Buffalo employment agent in one instance was forced to refund all illegally withheld fees and his license was later revoked on charges preferred by the Bureau.

The 657 claims for withheld wages and the 14 for non-settlement of contract labor claims, formed a goodly share of the year's complaints. The Bureau does not pretend to be a collection agency, but the peculiar hardships visited upon the immigrant laborer through the non-payment of small balances due him by contractors, employers and others make it imperative that an attempt should be made to effect an immediate and friendly settlement so that he can proceed on his way. From the many complaints filed it is evident that there exists a regrettable reluctance on the part of a certain class of employers of immigrant labor to pay balances due for wages. This is particularly true if the employee has left his employ. When it is realized that such workmen are largely transients who must move rapidly from place to place to earn a livelihood and cannot afford to commence legal court action against employers who take advantage of this very fact, the adjustment of such claims becomes of vital importance. Compared with the other classes of complaints handled, these claims required a much lesser amount of effort, settlements

being frequently effected through correspondence alone. As a result of the Bureau's assistance, the alien has been frequently kept from becoming a public charge at the expense of the State and has realized that "justice" is a term applicable to him equally as well as to his employer. Employers should recognize the claims of aliens and immigrants in exactly the same spirit as they do those of their American employees. That the Bureau's work in this direction has been successful is evident from the fact that official records show that over $2,000 in small sums were thus paid over to immigrant laborers. This does not include a considerable number of claims in which the final disposition could not be learned. In some instances, after such an adjustment, the employee was even retained in the same employ, as the employer's antagonism was not aroused by the commencement of court action. Whenever the Bureau failed to effect a settlement, the immigrant was advised as to the legal soundness of his claim and he was referred to a legal aid society or, if that was not possible, was informed he would have to engage a private attorney.

The 44 labor camp complaints generally alleged insanitary living conditions or excessive commissary deductions by contractors, storekeepers or padroni due to the loose and careless methods of book-keeping in use. The attention of the contractor or employer was immediately directed to such conditions with specific recommendations for their improvement. Provision for the proper sanitation of all labor camps in this State is now being made as a result of the Bureau's activities, as is more fully described under the section dealing with "Labor Camps" in the "Division of Investigations and Inspections."

To the 100 immigrants who complained that they had been injured or that their relatives had been killed as a result of industrial accidents, the Bureau could render but little service. These cases, since they practically always involve a judicial weighing of legal evidence pro and con, could not be settled by the Bureau except in a few instances where an amicable adjustment was arranged. The disabled or permanently injured applicant who applied for immediate relief was referred to some philanthropic immigrant home or public department of charities. The Legal Aid Society of New York City has been particularly helpful in

this connection by agreeing to represent such complainants in cases of real hardship. As the complainant usually spoke no English, a statement of facts, in affidavit form, was always prepared at the Bureau to enable the Legal Aid Society properly to understand the details of the complaint. In other cases the immigrant was advised of his rights and was told to seek private counsel. By informing immigrants of the specific laws and legal limitations governing their cases the Bureau performs a useful service, as their victimizing by unscrupulous lawyers is thus prevented.

The suffering endured by the crippled and the maimed who are no longer able to earn their livelihood is not alone a local matter. Letters from all parts of the United States were received indicating the urgent need of workmen's compensation acts in every State in the country. An immigrant girl in a Connecticut factory, for example, wrote that she had been maimed in the same factory on two separate and distinct occasions and that her employers would not indemnify her. An Alabama immigrant wrote that his father had been killed while working on a North Dakota railroad and wanted to know whether and how damages could be obtained. A Pennsylvania miner wrote that his son had been killed and he himself injured in a mine explosion and asked whether the mining company could be held responsible.

Savings.— The 94 complaints filed against persons engaged in the private banking business related to withheld deposits or the non-transmissions of money abroad and involved claims varying in amount from $5 to $1,000. Where no evidence of fraud was discovered, deposits were returned or tracers were filed to verify the actual transmission of the money and its delivery to the proper payee. In several instances the evidence in the Bureau's possession was presented to the proper prosecuting attorney to strengthen charges already before him or to have him initiate the necessary legal proceedings. Indictments for grand larceny were directly obtained in two cases, but the so-called "bankers" absconded and are now fugitives from justice.

The 98 immigrants who complained of having been swindled by real estate operators or their agents, could be given but little relief as they complained *after* they had entered into apparently

legal written contracts of purchase. An attempt was always made, however, to adjust their difficulties or to relieve the complainant from the burden of making any further payments. Where this was accomplished, the complainant received a deed free and clear for property valued at the amount already paid in. An agent for a company dealing in suburban property, in one case, induced a poor newspaper vendor to invest all his earnings, the sum of $230, in some scrub oak wastes on Long Island by telling him that the value of the property would increase enormously as the government was about to build a harbor for ocean steamers close by. As a matter of fact, the land was almost inaccessible and located a few miles inland. His first payment, which just covered the amount of the agent's commission, included all he possessed and the full loan value of an insurance policy. Unable to make any further payments, he was informed that according to the contract signed all his rights therein had been lost and that the property had been resold. Owing to lack of corroborative evidence, it was difficult to commence criminal proceedings. Through the good offices of the Bureau, however, the company finally issued deeds, granting to the complainant a number of lots valued at $230, the amount paid. In another instance a large real estate company operating in New York City advertised through a "dummy" employee that Italian immigrants could earn $15 per week if they possessed the sum of $50. One newly arrived Italian hastily called at the company's office where he was effusively greeted by an Italian agent who induced him to sign a paper, the contents of which he did not know but which proved to be a contract for the purchase of land in New Jersey. The sum of $50 which he paid over was noted thereon as a first payment. He was then informed that if he could solicit a few customers each week to buy this land he would be paid a "salary" of $15 per week. The poor fellow tried his best for three weeks and finally succeeded in inducing a friend to invest a similar sum of money, but he could not receive the $15 per week. He then called at the Bureau and an attempt was made to arrest the person who had inserted this advertisement, but the latter immediately disappeared. The company was later compelled to return the $50 to the immigrant.

Of the 54 aliens who complained that they had loaned money to relatives or friends, which the latter refused to return, the Bureau was able to obtain refunds amounting to $599 in 23 cases. No special effort was made to reach complaints of this nature, as they are largely of a personal nature and contain no element of fraud. On the theory that each applicant should be given all possible help, however, letters were written in his behalf and occasional investigations were made. All but 11 cases, where the conditions were such as to make the collection of the loans impossible, were referred to legal aid societies, foreign consulates or other co-operative organizations. In Buffalo the investigation of a loan agency was undertaken as a result of a specific complaint being filed by an immigrant.

The 7 complaints against insurance companies and 8 against benevolent societies were largely due to original misunderstandings between applicants for insurance and representatives of societies or companies. The applicant is usually required to sign an application blank printed in English and which he does not understand. It becomes a simple matter, therefore, for the agent to make misleading statements in order to obtain business. All these matters were quickly adjusted, refunds and indemnities being paid as soon as they were brought to the societies' attention.

Legal Affairs.— The 102 complaints against lawyers alleged unnecessary delay and inactivity, the non-payment of moneys collected, inability to obtain definite information as to the status of a case and overcharges by lawyers handling immigrant cases at Ellis Island. An explanation was always obtained from the attorney, which was later communicated to the complainant. Lawyers, whose acts were open to question, agreed to permit the substitution of others preferred by the complainant. All immigration cases were investigated and where warranted by the facts were referred to the Commissioner of Immigration for disbarment from Ellis Island or other action. Where fraud was alleged, more drastic action was taken. A police court runner for an attorney, for instance, obtained the sum of $100 from a Greek under a written promise to obtain the release of the latter's brother from jail, or return the money. The prisoner was nevertheless convicted and sentenced, but both the runner and the at-

torney refused to return the $100. After continued shadowing the runner was finally located and the lawyer compelled to return the full amount. In another case which is still pending, the Bureau brought disbarment proceedings, through the Grievance Committee of the Bar Association, against an attorney who tried to obtain the sum of $500 from a resident alien for the purpose of obtaining the admission into the United States of an immigrant who had already been deported.

Against notaries 7 complaints were filed, 10 against foreign collection agents and 5 against interpreters. In most of these cases the agent or notary had obtained a power of attorney from the complainant for the purpose of collecting a European inheritance or completing the sale of his property abroad. After signing the power of attorney the immigrant could not learn whether the agent had ever collected the money. The imprisonment of several notaries engaged in this form of exploitation was obtained during the year through the activities of the Austro-Hungarian Consulate and the Bureau. In one striking case evidence was obtained to show that nearly $200 had been collected by a notary public on a power of attorney signed by a Polish immigrant who had been left an inheritance abroad. The complainant could get no satisfaction from the notary, who always insisted that the money had never been forwarded to him. On communicating with the authorities abroad through the Consulate it was positively learned that the money had been mailed by a foreign advocate to the notary in this State over a year ago. This was verified through the United States postal authorities. The co-operation of the District Attorney was obtained, and as criminal proceedings were about to commence, the complainant disappeared. Although a house to house search was made for him, he could not be located.

Most of the 20 complaints involving partnership frauds were the result of so-called "partnerships" entered into between newly arrived immigrants and persons advertising for business partners in the foreign language newspapers. The immigrant invests all the money he has, while the advertiser gives as his share his rights to an "invention" having no particular commercial value. As soon as all the immigrant's money is "spent" for the drawing

account of the advertiser who has become the salesman, the partnership automatically goes out of business. The element of fraud is so shrewdly covered in the form of contract signed that criminal prosecution has been impossible. Civil action is useless, as persons of this calibre are judgment proof.

Miscellaneous.—The 173 "fraud" complaints filed show a wide range of dishonest practices throughout the State, all of them having a common basis in the intent to induce the trustful and simple-minded foreigner to pay exorbitant prices for things worth little or nothing at all. These fraudulent practices include stock selling and mail order offers, educational institutions, medical practices, fortune telling and matrimonial agencies, insurance schemes, immigration and naturalization "influences," counterfeit money and confidence games. Small sums of money are usually involved in frauds of this nature, but every case presented was thoroughly investigated, for to permit these petty swindles to flourish and multiply would endanger the morals of the State. Refunds of money were obtained and the delivery of goods effected. Medical frauds were referred to county medical societies, while fortune telling agencies, confidence games, etc., were referred to the various police departments. An example of one of the more wide-reaching frauds discovered related to the practices of a bogus "express company" which has apparently swindled a number of immigrants out of sums varying from $1 to $10 in several eastern States. An immigrant residing out of the city received a notice from this company that a package had arrived from Europe for him and would be forwarded as soon as express charges and customs fees were sent. Believing that his European relatives had sent him a gift, the money was immediately mailed but no package was received. On investigation it was found that the "express company" consisted of a letter box in an east side tenement, at which a prosperous looking stranger had asked the janitor to receive all mail addressed to the "Empire Express Company." All information and evidence obtained was referred to the postal authorities, and with the Bureau's co-operation, the man was arrested and held for trial. It later developed that he had previously been engaged in other similar practices.

In 21 complaints victimized immigrants alleged that they had been robbed of money. Whether by shrewdness and stealth, or open violence and physical force, the results were the same. The old confidence games are still in vogue. Pocketbooks are dropped; a dispute arises as to its ownership, each shows his own purse; before the immigrant is aware of it, his is snatched out of his hand and his "friends" disappear. One immigrant who was thus robbed of $150, finally located his "friend," who was arrested with the aid of Bureau investigators, and held in $2,000 bail for the Grand Jury. In another case an immigrant who was about to sail abroad was drugged in an east side saloon and robbed of the sum of $768 and a gold watch. The co-operation of the police was obtained but the thieves could not be apprehended. Penniless, he was forced to return to the Pennsylvania coal mines where he had been working for the past few years and start all over again.

In the 21 complaints of assault, the complainant was assisted in obtaining a summons or warrant of arrest against the person assaulting him, unless on investigation the trouble was found to have been the result of a personal squabble. Charges were preferred against a police officer patrolling an aqueduct camp for holding an alien laborer while his immediate "boss" was permitted to punch him. In a case of particular brutality a saloonkeeper had broken the jaw bone of a respectable immigrant employee with an iron bar. The latter remained in the hospital for several weeks and is permanently injured. The Bureau vigorously prosecuted the assailant, who was later held for the Grand Jury. The co-operation of the Legal Aid Society was obtained in the meantime in bringing suit for civil damages.

Of the 16 complaints alleging extortion, several were made by employees of large corporations who stated that foremen or superintendents were accepting presents or money from their foreign laborers. Efforts were made to obtain evidence in all such cases, as the very foundation of our industrial life depends upon the existence of an independent relationship between the employee and his immediate superior. In no case could a "demand" or "threat" be worked out or corroborated. Even though the evidence was not strong enough to commence criminal prosecution,

the employer was usually made acquainted with the facts. This resulted in the discharge or reprimand of such foreman or superintendent, depending upon the nature of the complaint.

Immigrant girls in 20 cases alleged they were the victims of white slavery or had been conducted to disorderly houses against their will. One seducer was held in $2,000 bail for the Grand Jury on evidence submitted by the Bureau. In three other cases the personal relations existing between the seducer and the seduced were sufficiently reassuring to make the Bureau feel justified in advising or in helping to arrange marriage. In the case of one French couple who had been thus united the Bureau investigators acted as witnesses to their marriage, as neither of the parties had any relatives in this country. In the remaining cases the charge of white slavery proved groundless, or it was impossible to obtain any corroborative evidence.

In the 12 complaints alleging the use of fraudulent methods in the sale of merchandise, evidence of an interesting method of exploitation was developed. Agents of "companies" bearing such pretentious names as "Metropolitan Publishing Company," "Stuyvesant Household Specialty Company," "Maiden Lane Watch Company," etc., persuaded persons to purchase "stamps" at the rate of 10c per week, with the understanding that when the total amount of stamps thus purchased equalled from $10 to $20, articles of furniture or jewelry could be selected from printed catalogues not exceeding in value, according to the list price, the amount of money thus subscribed. When the amount was finally paid, the subscriber was permitted to select articles of furniture which could be easily purchased at any other place for less than half of the list price. In order to evade the charge that stamps were being *sold,* the company insisted that these weekly payments were made as subscriptions to worthless magazines and that the stamps were given for advertising purposes only. Where the immigrant housewife, through reverses, was unable to continue these weekly payments, the entire amount already paid in was completely lost. In one instance more than half of the amount originally intended to be subscribed was paid and entirely lost as the "company" insisted on its legal rights, under a contract printed in the English language which the subscriber signed but

did not understand. The inferior quality of the goods offered and their real value as compared with the amounts paid indicated a wilful intention to take advantage of the ignorance of the very poorest of the poor. These companies also change their names and offices frequently. Many subscribers cannot locate them and accordingly lose their subscriptions. The sale of stamps in this manner is in reality an attempt by irresponsible individuals to act as depositories for small sums of money.

The 17 complaints regarding advertisements referred to misleading statements inserted therein for the evident purpose of inducing immigrants to invest their savings in questionable enterprises. In the majority of these cases the Bureau communicated directly with the advertiser in order to have him change his advertisement in accordance with the facts. Those which appeared to violate the Federal postal laws relating to the sending of obscene literature through the mails were referred directly to the United States postal authorities.

Of the miscellaneous complaints alleging misfortunes and personal difficulties, 42 related to deportation. Where a violation of the United States immigration laws was involved, it was referred directly to the Commissioner of Immigration at Ellis Island. In the majority of these, however, the despondent immigrant admitted that he had failed in his struggle to succeed and had become entirely dependent through his inability to find work or through the ravages of occupational or industrial disease contracted here. Applicants for deportation in 9 cases withdrew their requests when the Bureau assisted them in finding work. Thirteen others were deported through the co-operation of the Bureau of Dependent Adults or the foreign consulates.

In 47 cases marital and other domestic relations were the subject of complaint. Those alleging non-support were referred to the Court of Domestic Relations or to various charitable organizations, consulates, etc., if an amicable arrangement could not be made by the Bureau. Where the differences were purely temperamental, an informal effort was made to bring the relatives together in the Bureau office and give them an opportunity to air their troubles. In three cases reconciliations were effected — husband and wife departing seemingly pleased with each other. In a case

of a more serious nature, a young intelligent immigrant girl had come to the United States to marry a young man to whom she had become engaged by proxy. Arriving here with the parents of the young man, they lived in the same house for about nine months. The wedding ceremony was deferred from time to time on various pretexts. Invitations to the wedding were finally printed, and the girl submitting to the young man's entreaties, allowed herself to be seduced. The young man then absolutely refused to marry her. With no friend or relative in the United States, the girl finally came to the Bureau. A warrant of arrest against the young man for seduction under promise of marriage was obtained and he was held for the Grand Jury, indicted and is now awaiting trial. Charges against the parents of the young man for having brought the girl into this country for immoral purposes were also preferred with the immigration authorities. The parents were arrested and brought to Ellis Island where their case is awaiting final disposition.

The 27 cases of lost immigrants reported show the helplessness of the immigrant in this country and the frequency with which families become separated. Advertisements were inserted in the foreign language newspapers, consulates were communicated with and every effort was made to learn their whereabouts. Full details and descriptions were obtained, and the distracted relatives brought in touch with the Police Department for further investigation.

The 69 complaints regarding the loss of articles or baggage in transit required considerable tracing and the constant co-operation of steamship, railroad and express companies. In the rush and excitement of departing from the city to board steamers or trains, baggage is left behind, checked to the wrong destination, or checks are mislaid. The lost articles were generally located after much laborious work. Bureau investigators frequently accompanied complainants to search customs' warehouses and immigrant lodging places in order properly to identify their baggage.

Aliens in prison in 8 instances complained to the Bureau that they had been unjustly sentenced for the commission of crimes which they had never committed. In every instance copies of

letters received and results of investigations made, were referred to the Prison Association of New York or to the local District Attorneys. An old Syrian couple, who had been convicted of arson in the first degree and sentenced to twenty years and five years respectively in State's prison, wrote to the Bureau for assistance and the facts unearthed made it appear that a serious miscarriage of justice had taken place. The attention of the various officials who had prosecuted the case was directed to these facts through the efforts of the Prison Association and it appears that favorable action will soon be taken.

The 3 complaints affecting the naturalization of the alien are illustrative of the abuses now possible in the administration of the naturalization laws. An up-State Italian in one instance paid sums of money totalling $30 to a more astute Italian, with the understanding that the latter would expedite the complainant's naturalization. On investigation it was found that the respondent had in his possession a statement signed by the complainant to the effect that the latter agreed to pay his "friend" certain fees for interpreting and for traveling expenses to the county seat. This precluded the possibility of any criminal action.

Additional complaints filed by 141 immigrants were so unusual as to defy any reasonable classification. Yet, in some respects, these were among the most interesting and illustrated the wide range of misfortunes into which New York State's immigrant population may fall. They included the withholding of stock certificates, the organization of fraudulent immigrant schools, unnecessary detentions, complaints against immigrant homes and others. Sometimes they were tragic and seemed to show little beyond the frequent temporary failure of Good in its eternal conflict with Evil. Sometimes they were humorous and seemed almost too grotesque to be handled by a busy State bureau. One immigrant, for instance, complained that he had lost his artificial leg by express; 4 were locked up in an up-State jail because they mistook one kind of fish for another and innocently violated the game laws; another complained that a court clerk was withholding his witness fees; still another stated that a tailor, having made a dress for the immigrant's wife and being piqued by criticism, tore the unappreciated garment into shreds while it was

still on the wife's back, while still another forwarded to the Bureau a glass eye which he had purchased but could not use. They always received a sympathetic official hearing and steps were taken to assist the complainant in making his peace with the world. Of course, sympathy in such incongruous situations must be discriminative and short shrift was made of those whose claims were not made in good faith.

Advice and Information.

One of the growing uses of this office has been in the direction of a general information bureau. Although not conspicuous, this service to temporarily perplexed or troubled immigrants is of the utmost importance. A total of 798 requests for advice or information were made by different individuals, who wished to be "straightened out" concerning some matter about which they lacked knowledge. Of these 178 applied for work and were referred to large employers of labor, the Federal Division of Information, immigrant homes or other agencies co-operating with the Bureau. Three hundred and eighty-four applied for legal advice in connection with accidents, contracts, real estate transactions, etc. Forty-seven translations of birth certificates, passports, etc., were made so that working papers could be obtained. Thirty-one desired advice as to family matters; 70 regarding the immigration and naturalization laws; 24 were requests for charitable or medical aid and the remaining 64 for miscellaneous information. The painstaking co-operative work of other organizations to whom a number of these matters were referred cannot be too greatly appreciated. Legal aid societies, consulates, labor bureaus, immigrant homes and others were called upon frequently to render the assistance which they could best give.

No one can fully appreciate the significance of advice or information of this nature unless a picture of the immigrant in trouble is drawn. Finding himself in the foreign quarter of a more or less strange city, with little or no money, and with few friends all of whom are as poor, ignorant and helpless as himself, unable to speak the language, not understanding even the sympathetic answers of strangers, the bewildered foreigner sees the Bureau notice [illegible] advertisement in the foreign language newspapers. Coming

to the Bureau, often with the advertisement clutched in his hand, he is greeted by an investigator who *speaks his own language.* The investigator listens patiently to his troubles and a letter containing a concise statement of facts is given him which he can carry to the proper institution. The applicant is then told exactly how to get to the institution, or if he appears too helpless to find his way there alone, an investigator accompanies him and sees to it that he is properly taken care of. How well this is appreciated can be realized only from a reading of the many letters of thanks on file.

Additional Case Work Completed During the Year.

In addition to the 3,900 examinations into specific complaints, violations of law and general immigrant situations started and conducted during the fiscal year ending September 30, 1913, the Bureau *completed* 466 examinations which had been started the previous year. Three hundred and twenty-five of these dealt with specific complaints of injustice and ill-treatment which had been made by individual immigrants and, before being properly disposed of, involved 363 different field investigations by Bureau investigators and the exchange of 706 written communications between complainant, respondent and the Bureau.

Interstate Cases.

While no special attempt was made to reach the immigrant residing outside of the State of New York, 439 of the complaints filed with the Bureau during the year involved either complainants or respondents residing in other states.

In 322 of these "interstate" cases the complainant resided in one state and the respondent in another. Not vested with jurisdiction to investigate them, the Bureau could only refer the different aspects of each case to widely separated public organizations, which through lack of concerted action consumed much time and accomplished only moderately successful results. That a Federal bureau with powers somewhat similar to those of this Bureau is needed to protect and assist the transient immigrants who are shifted from state to state according to their industrial needs, is evident. Results would be accomplished quickly and the work of the various State bureaus and immigrant protective

agencies could be co-ordinated and their efforts for good be so unified as to result in intelligent and successful administration.

In 117 of the "out of state" cases both the complainant and respondent resided in the same state. The complainants appealed to the Bureau as no similar official departments had been created in their own states. Other large immigrant-receiving states should meet their duties to their immigrant population in the same spirit with which the Empire State has undertaken hers. Convinced of this, the Bureau's educational division has already begun the work of urging the establishment of similar bureaus in other states by the publication of Sunday articles describing the work of this Bureau. Newspapers in Massachusetts, New Jersey, Illinois, Pennsylvania and Ohio have welcomed such articles.

III. DIVISION OF INVESTIGATIONS AND INSPECTIONS.

The laws which in any way provided for the protection, distribution and welfare of the immigrant and the mandatory provisions of the act creating the Bureau were followed up and enforced vigorously. The investigation and study of conditions detrimental to the welfare of the State or retarding the proper assimilation of its alien residents was also undertaken. Where the conditions discovered seemed to require a remedy not provided for by law, action was taken to obtain the necessary legislation or the attention of other interested authorities in the State was directed thereto with specific recommendations for their improvement.

Of the 1,779 inspections made, 351 related to transportation; 1,034 to labor and living conditions; 259 to savings and 135 to legal affairs. The 443 apparent violations of law discovered in the course of these inspections consisted of 159 in connection with transportation; 168 with labor and living conditions; 58 with savings and 58 with legal affairs.[1]

Transportation.

Steamship Docks and Ferries.— Owing to the Balkan War in the early part of the year, the exodus of Greeks, Bulgarians, Servians and other Slavic races, was unusually large. Added to the normal returning immigrant tide for the Christmas holiday period, every steamer embarking at the Port of New York was for a time filled to capacity. Hundreds of outward bound steerage passengers were left behind at almost every sailing owing to the "over-issue" of transportation orders by steamship ticket agents throughout the country. The struggle on the docks to have tickets "stamped" preparatory to boarding the steamer created an opportunity for petty grafting not lost sight of by the hordes of "hangers-on" who infest the docks.

The steamship companies generally have no systematic control of conditions on the docks on sailing mornings and are therefore largely responsible for the abuses now prevailing. "Sailing day" after "sailing day" have Bureau investigators seen long lines of

[1] See Appended Diagram No. 5.

prospective passengers with tickets in their hands waiting for their turn to pass by the "stamping" office. These lines have been slow moving and almost stationary, while apparently favored runners, steamship ticket agents and private bankers, holding batches of tickets, were seen continually entering such offices. On emerging therefrom the tickets, already stamped, were then distributed to the passengers by the agent or runner upon the payment of sums of money ranging from 50 cents to $5 apiece. In one instance, within hearing distance of a sergeant of police, a runner was found demanding and receiving 50 cents apiece from a number of passengers standing in line whose tickets he had previously stamped. Charges were brought against the sergeant of police, who was fined thirty days' pay, and the runner and a subordinate steamship official were thereafter kept off the docks.

The unfairness of this lack of system and the evident favoritism shown has caused many distressing scenes as friends or relatives were separated, one being allowed to board the steamer, the other being compelled to remain until a later sailing. Due to the turmoil, constant shouting and noise on the docks, runners or agents could not always locate the passengers whose tickets they had taken to be stamped. A runner, in one instance, was seen holding four stamped tickets *after* the steamer had sailed. When approached, he stated that he did not know to whom they belonged. In this manner passengers who *could* have sailed were unable to do so as their tickets were not returned in time. Runners and lodging-place representatives fight among themselves for the patronage of the passengers left behind. Upon the sale of a steamship ticket, a steamship company, through its agent, enters into a definite contract with the purchaser for his prompt transportation abroad, and is responsible for the breach of contract if he is not properly provided with a berth. Yet such slip-shod methods are employed in exchanging his ticket and in providing for his maintenance and welfare while thus innocently delayed, that he is often forced to undergo many unnecessary hardships. The company feels its responsibilities lightly, for the transaction in the majority of these cases is interstate in its nature, requires civil action through the Federal courts, and involves many months and even years of delay before final decision can be rendered.

The steerage passenger furthermore does not possess the necessary funds to start such an action, nor is he willing to remain in this country for that purpose.

The passenger who is left over is compelled to accept one of three propositions which the company offers him: (1) to sail on a steamer of another line the same day, and if the rate is cheaper, receive a refund; (2) to exchange his ticket for a steamer of the same line sailing at a later date and have his board and lodging charges for the number of days during which he must remain in New York City paid for by the company at the rate of 75 cents or $1 per day; and (3) to cancel his ticket and have the full purchase price refunded to him. The first proposition is of the greatest advantage to the passenger, as he may thus sail immediately and receive a refund where there is a difference between the rates. The second method must of necessity be employed to a considerable extent as all left-over passengers cannot be transferred to other steamers sailing the same day. Under the present system, the steamship company exchanges each passenger's ticket in due course but pays the board and lodging charges direct to the immigrant lodging-place keeper who has taken him from the dock. In many instances brought to the Bureau's attention, the passenger does not know that the company has agreed to pay for his board and lodging and does not protest when the unscrupulous lodging-place keeper, at the end of his stay, demands payment in full for the number of days he has remained at the place at the rate of $1 or $1.50 per day. If he *does* protest his baggage is withheld. It is too late for him to argue it out now. He pays, as he is afraid he will again miss his steamer. The third method, where the passenger cancels his ticket and obtains his full refund, is the most pernicious of all. The company's responsibility is at an end and the emigrant is soon taken in tow by an irresponsible countryman who camps on his trail. Before he knows it, his money is gone and he is stranded in a strange city. Runners and steamship ticket agents, of course, favor this method as they are thus enabled to induce the passenger to purchase from them a steamship ticket for another line, possibly at a reduced rate but on a steamer of an inferior type on which the passenger does not in reality desire to sail.

As a result of the Bureau's 58 inspections of docks and ferries during the year, a practical, systematic and businesslike method of regulation has been worked out and, as this report is being written, has been submitted to the steamship officials and the immigrant lodging-place keepers doing a transfer business in New York City. Immigrant lodging-place keepers have been notified that under the provisions of chapter 540 of the laws of 1911, their runners, guides, agents, employees, etc., are prohibited from soliciting or procuring the surrender of tickets of emigrant passengers. They have been warned that in the future every passenger on arriving at or departing from any licensed immigrant lodging-place must have his steamship ticket in his own possession, and that this law will hereafter be vigorously enforced. All the steamship companies docking on the New York City side of the port were requested to co-operate with the Bureau in the enforcement of this law and to install the following system of handling their steerage passengers on their docks on sailing mornings:

(1) Only *passengers* holding their own tickets should be permitted to enter within a specified enclosure upon any pier or dock. An orderly line of all passengers, ticket in hand, should be formed by dock hands or special policemen.

(2) Runners, guides, steamship ticket agents, private bankers and others who seem to be "favored" by company clerks engaged in stamping tickets and who are now given free access to the stamping booth, should be absolutely prohibited from entering such booth or enclosure.

(3) Immediate and systematic provision should be made for those left behind as "overbooked," as follows:

(a) Those willing and able to embark on a steamer of another line sailing the same day should be so distributed immediately in the care of responsible guides.

(b) Those who must remain for a day or more, awaiting the embarkation of another steamer, should have their tickets properly noted, exchanged and stamped *while on the dock* and immediately after the sailing of the steamer on which they were originally booked. Their baggage should also be noted accordingly. At the *same time* each passenger should be given in *cash* a sufficient sum of money to cover his board and lodging charges for the number of days he is forced to remain in the city, according to each company's rates. A steamship official should then systematically count and assign all those

left over to the care of either immigrant protective societies or licensed immigrant lodging places. In this manner the passengers will be assured of their next sailing and will not be subjected to the harsh and brutal competitive "business" methods now employed in "stealing" passengers or to the exploitation now practiced by lodging place keepers, who, under present conditions, are paid for such board and lodging by the steamship company and exact an additional fee from the passengers themselves for the *same* single service.

Only through the establishment of such a real and effective business system, made uniform on all docks, can this whole situation be solved. Steamship companies should heartily welcome a system of this nature as it would ultimately react to their advantage and eliminate the continuation of the present abuses. The responsibility is clearly theirs — if they cannot regulate the "oversale" of their tickets, they can at least provide this simple machinery for the protection of the ignorant and helpless beings who have entered in good faith into written contracts with them. The need for such a system is greatest during that part of the year when the emigrant exodus is at its height. Some steamship lines have already installed a somewhat similar system, and it is a noteworthy fact that but very little confusion is witnessed on their docks — those who first arrive on the dock being the first served.

Barge Office Situation.— Close to a quarter of a million of newly arrived immigrants intending to make New York State their future permanent residence annually land at the Barge Office in New York City from the government immigrant station at Ellis Island. For years this has been the haven of a number of ex-convicts and unscrupulous individuals who live on their wits and who have grown to believe that the newly arrived immigrant is their legitimate prey. With the organization of the Immigrant Guide and Transfer by the North American Civic League for Immigrants, which in one year now safely delivers, at a minimum rate, over 50,000 immigrants to their destinations in New York City, this source of exploitation was reduced to a considerable extent. This year, however, a number of complaints were received regarding the treatment of those who landed at the Barge Office not under the care of the Immigrant Guide and Transfer, and the activities of fourteen cabmen and seven runners were followed up.

It was found that a number of hackmen were violating the city ordinances in leaving the box-seats of their cabs to solicit business and that porters and runners forcibly compelled immigrants to follow them, charging as much as $5 for guide service to a point distant only half an hour's ride. Four runners were found to be operating without a license while the license of another was revoked on a charge of dishonesty. As the licenses to hackmen, porters and expressmen are issued by the Mayor's Office through the Bureau of Licenses, the co-operation of the chief of that Bureau was recently obtained and, accompanied by one of his inspectors, a Bureau investigator was enabled to discover more than fifteen additional violations of the law in the course of four inspections. Two unlicensed porters were sentenced to jail, while four hackmen and porters were fined or warned that their licenses would be revoked on any future complaint. This "round up" of the unlicensed and license-number-concealing hackmen and porters has served greatly to improve the situation.

The peculiar inconsistencies in the provisions of the New York City Charter and the Code of Ordinances regarding the licensing of persons engaged in street traffic or personal service have caused considerable difficulty in their enforcement. "Runners" are licensed by the Police Department, under section 349 of the City Charter — such licenses being issued to *citizens* only. During the past year 113 runners have been thus licensed. The Charter fixes no limit to the fees they may charge for directing people within the city limits. One runner recently arrested by the Bureau, who charged an immigrant the sum of $5 for guide service completed within an hour, was discharged by the magistrate for this reason. "Public hackmen" and "expressmen" are licensed under section 300 and "public porters" under section 329-a of the municipal ordinances — such licenses being issued to any person who is a citizen *or* who has filed his declaration of intention. The fees which any of the latter licensees may charge *are* definitely prescribed by law. Although all four callings are practically of the same nature their regulation is divided between these two departments. New York City is the largest port of entry in the country, yet the transportation of the foreigner from one point to another is almost entirely unregulated. Proper records of identification of licensees

are not kept in one co-ordinated bureau and it is now possible for a public porter whose license has been revoked to change his name and obtain a new license as a public hackman in the same bureau, or as a runner in the Police Department. In their service to immigrants, public porters and runners generally act only as *guides,* yet the ordinances do not provide for such service and specify no definite charges therefor. Their functions being identical, they should be licensed by one department. This will gradually weed out the undesirables and ex-convicts and greatly facilitate their supervision and regulation.

Railway Stations.— Only two railroad companies with any immigrant traffic have terminals in New York City. Nineteen inspections of these terminals have been made during the year. One company has provided adequate immigrant quarters in charge of an immigrant agent, who is charged with the proper care, protection and distribution of its immigrant passengers. Those who are not destined to responsible agents are apportioned among the various immigrant protective homes or responsible private lodging-places. Since the installation of this system conditions have been generally improved. The other company has as yet made no provision for the proper handling of its considerable immigrant traffic. Officials have stated, however, that as soon as the terminal is entirely completed, adequate provision will be made for the proper shelter of such passengers and that an immigrant agent will be appointed to administer to their well-being and prompt despatch. Such action is urgent for immigrants are now entirely at the mercy of a number of immigrant hotel representatives who are always present on the arrival of immigrant trains. It has been noted that some of these runners act as official railroad immigrant agents, dividing the passengers among themselves somewhat in the nature of a division of spoils. In the inspection of a Jersey City terminal from which many immigrant passengers come to New York, Bureau investigators, dressed as immigrants, arrived on an immigrant train and discovered that the immigrant agent was in league with certain hotels and was misdirecting passengers. The evidence was submitted to the road and the immigrant agent was immediately discharged.

In Buffalo the situation has been of a somewhat different nature. The New York Central & Hudson River, West Shore, Lehigh Valley, Erie, Delaware, Lackawanna & Western and Pennsylvania Railroad companies all enter into or terminate at the City of Buffalo. During the period of heavy immigration to this country "immigrant specials" are run from New York to Buffalo, while other specials are made up at Buffalo for points westward. It has been estimated that the number taken through this city or transferred and redistributed here, together with those whose destination is Buffalo, is over 150,000 annually. Twenty-eight inspections were made to observe the methods employed by the various companies in transferring their passengers and the condition of the quarters provided for them while waiting for their trains. No other authority had at any time interested itself in this matter and right from the start, the seriousness of the conditions became evident. To quote from the report of the investigator in charge:

In the case of one railroad company several hundred immigrants were huddled together in a room inadequate in size to accommodate them. The toilets were in a disreputable condition. There was no drinking water provided, except now and then in open buckets. The floors were covered with refuse and filth. The walls were unpainted, and the whole waiting room showed a state of neglect and unwholesomeness hardly compatible with the company of human beings. The conditions were so bad that, without waiting to negotiate with the railway company, the matter was immediately brought to the attention of the Buffalo Department of Health, and the State Public Service Commission for the Second District. Both commissioners from these respective departments made personal inspections, and were so impressed with the utter unfitness of the accommodations that orders were immediately issued by them to make necessary repairs, and to take steps to put the room in a condition fit for use and occupancy. A personal inspection was made with the local superintendent of the company and particular suggestions made. These suggestions were subsequently carried out, the waiting room was repainted, the toilets repaired, the floors thoroughly cleaned, and a drinking fountain installed.

Adjacent to the waiting room just referred to, and under the same roof, is located a restaurant run by a prominent saloon-keeper. He rents the premises from the railway company and caters chiefly to railway patrons and passengers. A large portion of the customers are immigrants en route to points west. Charges for food and meals, however, were admittedly twice as high for aliens as for other patrons, and from the many instances observed by investigators, the conclusion was amply warranted that a system of exploitation was being carried on by those in immediate charge of this restaurant. The owner was summoned to explain, and after our evidence was laid before him, exhibited a willingness to follow instructions. He was

therefore advised to reduce his charges to immigrants on a par with those to other persons, to post conspicuously over the counter a definite schedule of prices in four languages, and to discharge certain employees who were principally involved in the malpractices. These suggestions were carried out to the letter, and there no longer exists any system of exploiting persons who are compelled to purchase food at this place.

In the case of another railroad company in Buffalo, Bureau investigators co-operated with the railroad officials in the actual separation and sifting of the immigrants who came over this road so as to obtain first-hand information of the methods employed in transferring them to other roads and to observe the practices of the cabmen. The practical results thus obtained can be best described by again quoting from the same report:

One feature of the situation, observed in the beginning, was the presence of a transfer monopoly. This corporation has contracts with the leading railroads for the transportation of immigrants from one station to another, and does transfer them notwithstanding the fact that all of the stations are within a radius of two or three blocks. When tickets are bought, either in the old country or in this country, and sent to the prospective passenger, each contains a stub entitling the passenger to transfer from one station to another in Buffalo. Upon arrival here this stub is taken up by the transfer line above referred to, and the immigrant is usually put on an old-fashioned horse-drawn bus, a number of which are used for this purpose only.

A second element of the situation, and by far the most serious, is the presence of taxicab and hack drivers at all of the stations, who are absolutely under no regulation or supervision on the part of the city authorities. These men get advance information as to the arrival of the "immigrant specials" and the moment a newly arrived immigrant appears in view a number of cabmen swoop down upon him. After driving a few blocks in a section sufficiently confusing to him to prevent him from finding his way back to the station, the driver stops and collects a fare which, affidavits on file in this office show, frequently amounts to several dollars. Often cabmen will drop immigrants, after collecting the fare, without taking them to their destinations. No cabman in the city of Buffalo has been licensed for several years, notwithstanding the fact that a valid ordinance exists upon the city's books, and no taxicab driver has ever been licensed. All of these men — and the number is large — are entirely without supervision or regulation on the part of the city.

Thirteen general investigations were conducted in reference to cab drivers, hackmen, and transfer companies. Affidavits of persons mistreated and overcharged by these men were taken, and instances of violations of the city ordinances investigated. The whole matter was discussed at length with the Mayor of the city of Buffalo, and written communications submitted to him, calling his attention to the need of immediate regulation on the part of the city. The drafting of a new ordinance is now under way by the city's law department.

During the course of inspection of the stations another kind of objectionable practice was found — unfair advantage being taken of immigrants by newsboys who vend all kinds of small wares. Three investigations were made and affidavits taken and adequate evidence as to the extent of this form of exploitation is being obtained.

The conditions at the terminals in both New York and Buffalo, the most important redistribution centers in the State, are now greatly improved as a result of the Bureau's activities. Similar investigations have recently been started in Albany — the terminal for the Hudson River steamers and redistribution center for railroad lines running to New England and the North. Plans for the investigation of transportation facilities in other large cities in the State are also being now formulated.

Steamship Ticket Agents.— The sale of steamship tickets is more or less involved with the transportation of aliens from point to point in the State, as they must all come to the Port of New York before they are able to sail. The frauds committed in the sale of such tickets by unauthorized agents as outlined in greater detail under the "Division of Complaints and Adjustments," have such serious results that it was deemed advisable to enforce vigorously the provisions of chapter 349 of the laws of 1910, as amended (requiring all persons who sell or offer for sale steamship tickets and who are not authorized in writing as the agents of steamship companies to be licensed by the State Comptroller), and chapter 415 of the laws of 1911 (directing the posting of such authorizations in the agent's office). Lists of all steamship ticket agents licensed by the Comptroller or authorized in writing by the various steamship lines were obtained. In the course of the year 235 inspections were made and 155 violations of law were discovered in different parts of the State. When notified of such violations, 98 agreed to obtain either licenses or authorizations; 19 discontinued business immediately; 10 others on reinvestigation showed no violation of law, while those remaining are being followed up. In addition to these inspections, a number of advertisements containing misleading statements were translated. After the attention of the agent was directed thereto, he was compelled to change same to conform with the facts.

It was hoped that with the passage of chapter 349 of the laws of 1910 it would be possible to control the activities of the so-

called steamship ticket "peddlers." As these unauthorized peddlers do not advertise their business, it is necessary to enter into the actual purchase of a ticket in order to prosecute a violation of this law successfully. A steerage ticket or prepaid transportation order varies in price from $32 to $50 apiece. If the peddler's profit of about $10 on each ticket is added, it would be necessary to pay out between $40 and $60 to obtain the necessary evidence for a single prosecution. The Bureau has had no funds with which to enter into such purchases. Even when the suspicions of Bureau investigators have been aroused, it has not been possible to obtain any direct evidence of such violations.

A number of the larger authorized steamship ticket agents have co-operated with these peddlers in enabling them to violate this law. The peddler no longer purchases his tickets from them. The real purchaser is conducted by the peddler to the office of the authorized agent where the ticket is made out in the former's name. The peddler thereafter gives the authorized agent his personal note as security for the ultimate payment of this ticket. Peddlers deal almost exclusively with the sale of prepaid orders for transportation, that is, steamship orders which are mailed abroad and which are to be used by friends or relatives who desire to come to the United States. If, for some reason or other, the purchaser has been unable to meet his instalments promptly, even though more than the original value has already been paid, the peddler immediately requests the authorized agent to cancel the ticket. The latter must do so, for he has not as yet been paid for the ticket. The suffering and hardship which results to the prospective passenger abroad, who has sold all his belongings in his native village and at the last moment, on arrival at the port of embarkation is informed that his ticket is no good, can be easily realized. There is great difficulty in connecting the sale of a ticket under such circumstances with the peddler, as his action is too remote. Although the situation is not as serious as it was before the passage of these laws, the surveillance of the activities of all peddlers is still imperative.

Coal-passers.— Many steamship ticket agents, in order to have persons who are about to sail abroad visit them at their offices, advertise frequently in foreign language newspapers that a passage

abroad can be secured on the payment of a small sum of money if a person is willing "to do a little work" on board ship. Many who do not possess sufficient funds to engage steerage passage are thus induced to apply at such offices for the necessary "booking." Although the State employment agency law, chapter 700 of the Laws of 1910, provides for the licensing and regulation of all "shipping agencies," several persons, unlicensed, were found advertising in this manner. When the prospective passenger applies at the office of the person advertising, sums of money varying from $5 to $20 or as much as he can get, are solicited and then divided with a licensed employment agent who succeeds in booking the applicant as a coal passer or cattle attendant. Section 4609 of the Federal Statutes prohibits any person from accepting fees from one for whom employment as a sailor is found. Coal passers have been judicially declared to be sailors within the meaning of the law. As every person thus booked immediately sails abroad, it has heretofore been found impossible to commence any prosecution.

Recently, however, while investigating the cause of a fire in an immigrant lodging place in New York City, an Austrian immigrant was found who stated that he had paid the sum of $20 to a steamship ticket agent for the purpose of booking him as a coal passer. The matter was brought to the attention of the United States District Attorney and an indictment was obtained. Ticket agents and others who had openly engaged in this business immediately retrenched in their activities. The co-operation of the Austro-Hungarian Consulate was obtained in keeping the immigrant in New York and the case will soon come up for trial. It is hoped that with the co-operation of the United States District Attorney's office, it will soon be possible to break up these mean practices.

Labor and Living Conditions.

Employment Agents.— Under sections 153 and 155 of chapter 514 of the laws of 1910, as amended, the Bureau is empowered to inspect all employment and contract labor agencies dealing with aliens, whether or not fees are charged, and to require all such agencies to be registered with the Bureau. Such agencies are also required to keep a full record of the country of birth of

those for whom places or positions are secured, their length of residence in this country, their occupation, the name and address of the employer and the compensation to be paid to the person employed. As the law was of State-wide effect it was hoped that upon this information some practical measures might be based for interchanging information, facilitating distribution and fitting the person into the work for which he is best adapted.

There are now 818 employment agencies licensed under the provisions of chapter 700 of the laws of 1910 by the city authorities in New York and Buffalo — Rochester having been exempted through a later charter provision. It is impossible to estimate the total number operating in all the cities of the first, second and third class, as the law has not been very generally enforced throughout the State. The record of free agencies is still more incomplete. Vigorous efforts were made to compel compliance with the Bureau law providing for the keeping of certain records, but out of 180 agencies inspected throughout the State, 148 were found not keeping the records required. Of these 118 promised compliance, but on reinspection a number of them were found still keeping incomplete records. In New York City four agents who obstinately refused to keep these records were arrested — one was subsequently fined $25, while the others were released on suspended sentence.

Last year an attempt was made to tabulate and summarize the records kept under the provisions of the Bureau law, but the task soon became a hopeless one. The statistics obtained were incomplete and not uniform, while records were found to have been duplicated and generally undesirable. A number of licensed employment agencies in New York City stated that the municipal licensing authorities had instructed them not to keep such records, or had informed them that it was unnecessary to do so. Inspections at regular stated intervals to compel compliance could not be made, as the Bureau, with only seven attaches available for field work all the time, had to attend to other matters more immediately urgent. With the present division of authority over the agencies accepting fees, it is almost impossible for the Bureau to enforce this section of the law.

New York City is the greatest employment centre in the coun-

try. Thousands of immigrants arrive annually at this port destined to friends or acquaintances in the city and are immediately compelled to look for work. Scores of licensed employment agents are located in the lower part of the city, near the waterfront and on the east side, which supply almost exclusively immigrant labor, domestic and unskilled. Approximately 200,000 unskilled workers are annually hired in this city and sent to jobs in different parts of the State or country. Conditions as to wages, kind of work, living quarters, etc., are misrepresented to the immigrant, and the suffering and hardship he endures is constantly being made the subject of complaint. Somewhat similar conditions exist in other large cities in the State, such as Buffalo, Rochester, Syracuse, and Albany, although not to such a considerable extent. The attention of the Bureau has been directed to instances in which laborers were put on trains for western points in the State with passes that proved invalid, and when advised to return to New York on the same passes, were arrested for stealing rides; one was sent to Baltimore, where he found that the work was not the same as he had been led to believe, and on refusing to accept the position only part of his *fee* was refunded; another stated he had been sent to a hotel out of the city, where, however, no help was required; others stated that on being sent to do "factory work" they were compelled to work in foundries in front of furnaces, but being physically unable to do this they had to become public charges in order to be returned to New York; in still another case, Greeks and Poles were sent out of the city to work as lumbermen, to a place where only Russians and Poles were desired, and were compelled to return to the city at a loss of about $7 to each. From the cases cited it is apparent that municipal authorities cannot properly follow up or investigate complaints of this nature against licensed agencies until after a complainant has returned to the city. The laborer who has been thus imposed upon can have no redress.

Municipal authorities alone cannot adequately handle the problem, for the greater the demand for labor and the farther away the job is from the city, the greater the fraud and imposition practiced upon the foreign laborer.

The *unlicensed* individuals who control the labor market to

such a considerable extent, such as padroni, commissaries, steamship ticket agents, private bankers, etc., work still greater havoc. On the theory that no direct fee is accepted, they remain unlicensed. One need only go through the congested districts of the large cities to see how they operate. Posing as "friends" of the non-English-speaking, credulous foreigner, fees are exacted on streets and in parks for the ostensible purpose of finding employment. Promissory notes or receipts for steamship tickets are given instead of bona fide employment fee receipts. The "friend" then disappears and again the laborer has been exploited.

Relief from unemployment and the distress which it brings cannot be obtained under our present haphazard and unbusiness-like method of buying and selling labor. Wage-earners in this State, largely immigrants, are thrown out of work by industrial causes such as seasonal industries, trade depressions, etc. They remain unemployed in many instances because they lack information as to where work is to be found or because they are unable to reach places of employment. As the Wainright Commission on Employers' Liability, Unemployment and Farm Labor found, this results in the existence of an over-supply of labor in one place and an unsatisfied demand for it in another:

> For all articles of trade organized markets exist where buyers and sellers know where to meet and gauge accurately the supply and demand of a particular commodity. For labor, however, there is no such organized market — workmen must go from door to door looking for work, while employers must hang out their "help wanted" sign.

Sixteen states, Colorado, Connecticut, Illinois, Indiana, Kansas, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, Ohio, Oklahoma, Rhode Island, West Virginia and Wisconsin, have authorized the establishment of free State employment agencies in an attempt to reduce unemployment within their respective borders and to counteract the evils of the private employment agent. Only four States, however, Illinois, Massachusetts, Michigan and Wisconsin, have provided sufficient funds and efficient management, and their experience indicates that a considerable amount of unemployment and congestion can be eliminated. New York State, however, with the largest port of entry in the country has no free agencies at all.

Labor Camps.—Considerable progress has been made during the year in obtaining adequate legislation for the proper sanitation of the living quarters provided for laborers employed in camps throughout the State. Early in the year a Public Health Commission was appointed by Governor Sulzer to investigate the health conditions in the State, to recommend remedial legislation and to reorganize the Department of Health. Bureau investigators appeared before this commission and testified as to the insanitary conditions actually observed by them in labor camps. As a result of the Bureau's efforts, chapter 514 of the Laws of 1913, reorganizing the State Department of Health, now includes a section providing for the inspection of all labor camps by the Health Department's sanitary supervisors to enforce the provisions of the Sanitary Code. A Public Health Council, created at the same time, was empowered to enact such a Code. The Bureau has recently presented to the Public Health Council the following specific detailed recommendations for the enactment of regulations providing for minimum sanitary requirements in all labor camps, as a part of the Sanitary Code.

RECOMMENDATIONS FOR MINIMUM SANITARY REQUIREMENTS FOR ALL LABOR CAMPS.

I. MAINTENANCE.

1. *Dwellings, Living Quarters*—The roof of every dwelling, shack, tenement, barracks or living quarter of any kind and description shall be so constructed as to be watertight and waterproof and to protect the occupants from rain, moisture and dampness. The floor of every dwelling, shack, tenement, barracks or living quarter of any kind and description shall be constructed of boards or planks or brick or concrete, raised on supports at least one foot from the ground and so made that it shall be tight.

2. *Beds and Bedding*—All beds, bed clothing, mattresses and pillows shall always be kept clean and free from vermin.

3. *Toilets and Privies*—(a) Separate and distinct toilets or privies shall be provided for each sex, so constructed that the entrance or entrances for each sex shall in no case be less than 20 feet distant from the entrance or entrances of the opposite sex, and in such numbers as to provide one toilet or privy for each twenty-five persons of each sex occupying living quarters in connection with the labor camp.

(b) In no case shall there be less than one toilet or privy for each sex. Where more than thirty-five and less than sixty-five of any one sex occupy such living quarters, there shall be not less than two toilets

or privies for the use of said sex. Where more than sixty-four and less than seventy-five persons of any one sex occupy such living quarters there shall be not less than three toilets or privies for such sex.

(c) The entrance to every toilet or privy used by females shall be effectively screened by a partition or vestibule.

(d) Every such toilet or privy shall be ventilated by an unobstructed opening to the outer air and shall be provided with a door and shall be screened so as to prevent the access of flies and other insects to the contents of toilet or privy.

(e) Underneath the seat of every such toilet or privy shall be placed a movable receptacle for the collection of all excreta.

(f) Every toilet or privy shall be cleaned by the thorough removal of all excreta and the depositing of said excreta at a safe distance from any building or dwelling and so deposited and disposed of on or beneath the surface as not to create a nuisance or contaminate the drinking water or permit the collection of flies or other insects.

4. *Drainage* — The premises of every dwelling, shack, tenement, barrack or living quarter of any kind or description and the yards, courts, areas or passageways connected therewith shall be thoroughly drained so that no stagnant water collects or remains on the premises or grounds.

5. *Refuse and Garbage Receptacles* — Metal, sheet iron, or sheet iron-lined receptacles with covers so constructed and arranged as to prevent the access of flies and other insects, shall be located adjacent and convenient to such dwellings, shacks, tenements, barracks or living quarters of any kind and description of any camp into which all refuse, whether liquid or solid, must be placed and such refuse must be regularly destroyed by fire or removed to a safe distance from any building or dwelling and so deposited as not to create a nuisance or contaminate the drinking water.

6. *Cleanliness* — Every dwelling, shack, tenement, barrack or living quarter of any kind and description and every part thereof shall be at all times kept clean and free from dirt, filth, garbage and rubbish, in and on the premises operated and connected with the same.

7. *Caretaker* — In every camp there shall be designated by the employer a person or persons whose specific duty it shall be to see that the rules and regulations as to cleanliness and the removal of dirt, filth, garbage, rubbish and excreta are performed.

II. CONSTRUCTION.

1. *Water Supply* — The water supply of every camp must be adequate, uncontaminated, obtained from a satisfactory source and be brought near to the living quarters.

2. *Windows* — Every dwelling, shack, tenement, barracks or living quarter of any kind and description other than a temporary tent, shall be lighted by windows, of which there shall be at least one in every room occupied for sleeping or cooking purposes, the windows so constructed that they can be opened when necessary. Every window opening on any yard, court, area or passageway shall be protected by mesh, wire netting, or other screening to prevent the entrance of any person by way of the window when opened, but not to interfere with the free and abundant

circulation of air into the room from the outside. (Explanation: This rule is to prevent trespass while encouraging the opening of windows.)

3. *Ventilation*—(a) In every room there shall be provided not less than 400 cubic feet of air space for each adult person and not less than 200 cubic feet for each child under fourteen years of age.

(b) Neither side of any bed shall be at any time nearer than two feet to the side of any other bed.

(c) In the case of all living quarters hereafter to be constructed, no bed or bunks shall be placed one above the other.

4. *Airing*—(a) Except when extreme severity of the weather prevents, all windows in sleeping rooms, toilets and wash rooms shall be kept open at least one foot at the bottom and one foot at the top for four consecutive hours daily.

(b) All bedding must be turned over and exposed to the air during this time.

5. *Kitchen and Dining Room*—There shall be in every labor camp a building or tent or a part of a building, dwelling, shack, tenement or barracks, constructed and set apart as a kitchen, having a dining room in connection therewith, which shall not be used in whole or in part for sleeping purposes, and which shall have seating accommodations for all persons living in any dwelling, shack, barracks or tenement in the camp who are not otherwise provided with cooking and dining accommodations separate from their sleeping rooms or quarters. Such kitchen and dining room shall be kept in a clean and sanitary condition, and be provided with accommodations for the cleanliness and comfort of the employes and their families.

6. *Baths*—If there are no natural bathing facilities, there shall be provided at least one shower bath for every fifty persons in such living quarters. These are to be at all times accessible for the use of occupants free of charge.

7. *Laundry Facilities*—Every such camp shall be equipped with facilities for laundry purposes.

The Public Health Council is now considering the advisability of enacting rules of sanitation on the lines indicated above and as a violation of any of the provisions of the Sanitary Code is made a misdemeanor, the living conditions in all labor camps should hereafter be greatly improved.

Under chapter 195 of the Laws of 1913 the newly created Industrial Board in the Department of Labor, was empowered to enact rules and regulations for the proper sanitation of living quarters maintained by employers of labor in connection with the operation of a factory. The cannery camps in the State coming directly within its jurisdiction, the Bureau presented somewhat similar recommendations to this Board. Last June at a conference between the Bureau and members of the New York Canners'

Association, it was decided that an attempt should be made by the members of the association to carry out these suggestions to determine their feasibility. Copies of the recommendations were mailed by the association to all of its members. After the year's inspection work, a summary of the conditions found was also submitted to the Industrial Board together with final recommendations for their improvement. It has been proposed that a further conference be held with the canners in the near future when definite rules may be promulgated by the Industrial Board.

As this new legislation was not enacted in sufficient time to permit of the proper organization of the necessary inspection machinery, the Bureau continued its camp work and inspected 185 labor camps during the summer months. The Bureau lists contain 1,027 camps, classified as follows: 313 highway construction; 21 barge canal; 37 aqueduct; 124 cannery; 139 brickyard; 176 mines and quarries and 217 railroad camps. As most of the railroad maintenance camps, private estate construction camps and others of a more transient nature are not included, there are evidently more than 2,000 labor camps in the State. It is estimated that more than 100,000 laborers are employed in all camps, more than two-thirds of whom are aliens. Careful studies were made of the various phases of camp life and the results published in newspapers throughout the State, while the attention of seventy contractors and health officers was directed to the insanitary conditions existing in different camps. Forty-five replied that immediate action would be taken on the recommendations made. Only in a few instances was it possible to reinspect such places to see what was actually done.

The constant inspection work of the past three years and the publicity given to this whole situation has had a beneficial moral effect upon contractors generally. Not only did they evidence their willingness to act on the Bureau's suggestions, but in a few instances actually changed their systems of accounts to eliminate the possibility of overcharges for rent and commissary supplies. The remarkable change in one of the camps reinspected was of special note. In September, 1912, a Bureau investigator reported that the filth and dirt of a certain camp threatened an epidemic; 85 Polish and Italian laborers and their wives and children were found living and sleeping in two dilapidated frame houses, five

persons to a room. When the camp was revisited in August, 1913, a metamorphosis had taken place. All the decaying vegetable matter had been cleared away, each family now occupied two rooms, and walls, ceilings and floors had been made scrupulously clean. New iron beds and spring mattresses had been installed, for the use of which each employee was charged 5 cents a day with the understanding that should he remain throughout the summer he would get this rent money back.

The housing accommodations and commissary arrangements in existence on two large railroad systems were made the subject of special study during the year. After several conferences with the engineers in charge of the maintenance of way, one company removed all wooden bunks from its box cars, replacing them with iron bunks, while four windows were constructed in each car to insure proper light and ventilation. Its system of accounts as it affected its camp laborers was entirely reorganized. In the larger camps every account is now checked up by a company timekeeper who interviews each laborer to learn whether the amount to be deducted is correct. In the smaller camps the storekeeper is required to compare his figures with each laborer *before* his statement is sent in to the paymaster. The other road has signified its intention to install iron bunks and cots before commencing its camp work next year. It has also changed its system of employment as a result of the conferences held with the Bureau. Each laborer now receives a written contract stating specifically the terms of employment, transportation, etc. The complaints against both roads have been reduced to a minimum, as a result of the new methods employed.

Immigrant Lodging Places.— Under the provisions of chapter 845 of the Laws of 1911, as amended, the Bureau is empowered to license "any place, boarding house, lodging house, inn or hotel where immigrants or emigrants while in transit, or aliens are received, lodged, boarded or harbored." In the second year of its enforcement 184 places were licensed. A total of 448 inspections were made of the licensed lodging places, while 184 additional inspections were made of suspected lodging places, which proved to be exempt. The enforcement of this law has had a marked effect and has proven to be a tremendous power for good in its effect on the living conditions of the State's alien residents.

Special attention was given to the class of lodging places which may be termed "transfer house" where thousands of outward bound emigrant steerage passengers are lodged for a night or two before sailing abroad, or newly arrived second cabin passengers are harbored before leaving the city for their final inland destination. Before the enactment of this law, overcharges, ill-treatment and congestion was of common occurrence at many immigrant lodging places. Only twenty specific complaints were filed with the Bureau during this year. One lodging place keeper was compelled to return the sum of $7 to a newly arrived immigrant who had been robbed by an employee, whose license as a runner was also revoked. An application for a license was denied to one who had been found ill-treating his lodgers, while another license was refused to a place found to be a disorderly resort. One overcrowded immigrant lodging place in New York City burned to the ground one night, causing the death of five immigrant lodgers and the loss of property to many more. Two prosecutions were conducted during the year to test the various provisions of the law. In one, both husband and wife were found guilty before a Supreme Court jury up-State, while the other was dismissed as it was impossible to obtain the testimony of lodgers.

Through a series of early morning inspections before the sailing of steamers to observe the handling of the lodgers, and late night inspections to learn whether rooms were overcrowded, the owners of these places have been gradually compelled to create conditions that were heretofore unknown. Beds and cots have been removed from rooms in order to give each lodger a minimum of 400 cubic feet of air space; systems of accounts have been changed to eliminate the possibility of overcharge; and employees, guides, runners and others have all been imbued with the feeling that the immigrant must be treated with courtesy and sympathy. As these places and their large numbers of guides largely control the transportation of the immigrant across New York City from station to dock and vice versa, this supervision has had a wonderful effect on the whole situation.

In permanent labor camps and small industrial communities, where principally aliens are employed, the Bureau's policy has been to obtain the co-operation of employers to improve the general sanitation of the camp by the installation of garbage disposal

systems, proper and adequate toilet facilities, pure water supplies and other vital necessities of community life. After the Bureau's recommendations were carried out, the places which harbored alien lodgers or boarders were licensed. In this manner fifteen small communities were directly benefited. This does not include camps or communities not subject to the provisions of the licensing law, where similar co-operation of the employer was obtained. The alien lodger or boarder has also commenced to realize that the State expects him to live according to certain standards, as a result of this occasional supervision. Much more effective work could be done if the field staff was increased to permit more frequent inspections.

An investigation of the conditions existing in private families in crowded immigrant sections of the large cities was started during the year. In a number of East Side tenements in New York City young immigrant girls and men employed in shops or hotels during the day were found lodging together in small two or three room apartments where but little privacy was afforded. In one place, for instance, in an apartment consisting of a kitchen, bedroom and parlor, four single beds were found in the last mentioned room, a double bed in the bedroom and a single bed in the kitchen. Eight men and two young girls, partly undressed, were sitting around the table. Within a few minutes a third girl came in with two pitchers of beer. The woman who rented the apartments was holding a newly born babe in her arms. She claimed that she had only four men lodgers and that the girls were her relatives. Entirely alone in this country, many of these girls are thus brought into a questionable environment which frequently overpowers the weaker ones. This insidious pressure which is exercised over her, becomes more dangerous if she at any time finds herself unemployed. So largely involved is this problem with the economic conditions and social environment of these lonely girls that careful and serious study is required before a remedy can be devised. The Bureau is not yet prepared to make definite recommendations for the proper regulation of such places. With its small field force it can never hope to give the matter the constant attention it requires.

The second year's experience in the enforcement of the immigrant lodging place law has shown the important uses for which

it can be utilized to provide better standards of living for the State's alien residents. It should be changed or more clearly defined, however, to permit of a more adequate enforcement.

Immigrant Homes.— Under the power to investigate institutions established for the temporary shelter and care of aliens thirty-four inspections were made. As a result of these inspections a closer co-operation was worked out for the general welfare of the immigrant. The Bureau was thus enabled to refer many requests for relief, temporary lodging or employment to the homes which could render immediate assistance.

One immigrant home conducted under the supervision of a religious body was found to be keeping improper records of the accounts of girls who had deposited their savings. In one case, a girl was unable to obtain the return of $133 which she had deposited three years ago, and was sent from one priest to another in attempting to collect same. The attention of the directorate was called to the whole situation, resulting in the complete reorganization of the home. The complainant quickly obtained the return of her money, while another woman, an inmate of an insane asylum who had given one of the priests the sum of $200 for safekeeping also obtained its return in full.

Bootblack Parlors.— In an attempt to give the Greek and Italian boys employed as bootblacks a half holiday on Sunday afternoons, a bill was introduced in the Legislature by the North American Civic League for Immigrants, which was supported by the Bureau, to compel the closing of all shoe shine parlors at 2 P. M. on Sundays. Owing largely to a misunderstanding of the effect of another bill regulating certain street trades, this bill was not enacted into law.

Only three inspections of the parlors were made, but the living quarters of the boys employed in these places were inspected in the course of the enforcement of the immigrant lodging place law.

Savings.

Private Banks.— The Bureau is not charged with the direct enforcement of any of the laws regulating the activities of private bankers but is merely required to co-operate with other public authorities to enforce such as are applicable to private bankers dealing with aliens and laborers. Under chapter 348 of the Laws

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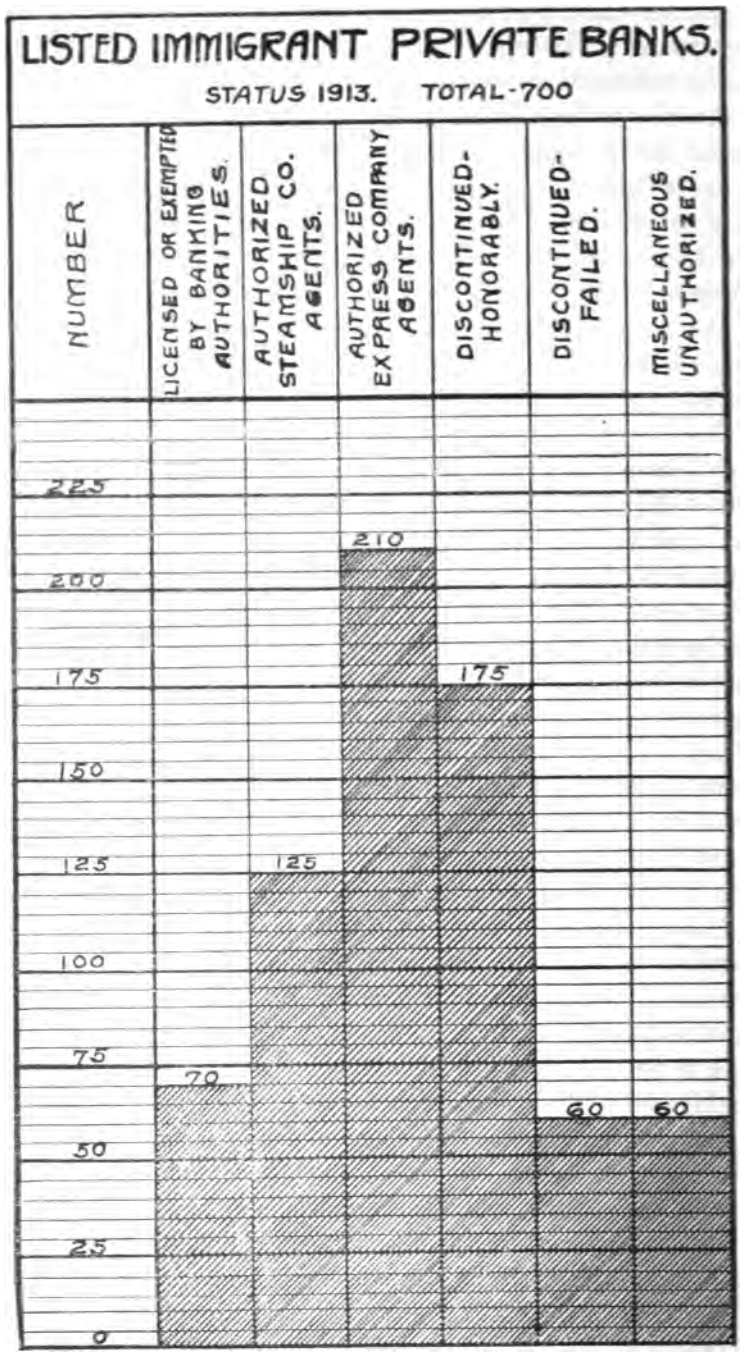
of 1910, as amended, all persons or firms in cities of the first class accepting deposits of money for safe-keeping or for transmission abroad must be licensed by the State Comptroller. Bonds ranging from $5,000 to $50,000 are filed by all applicants for a license for the protection of their depositors. Fifty-six individuals or firms are now licensed under this law. In order to cooperate effectively with the other public authorities having jurisdiction, the Bureau has collected during the last three years a list of names and addresses of persons who have carried on or who have been suspected of carrying on a private banking business with the State's immigrant population. Seven hundred such names are listed at the present time. As the State Comptroller has jurisdiction only over those actually licensed and the State Superintendent of Banks only over those incorporated, the investigation of all others has been undertaken by the Bureau. Accordingly 257 inspections were made during the year in the course of which 58 apparent violations were discovered of either the law providing for the licensing of private bankers, or section 302 of the Penal Law making it a misdemeanor to hold oneself out as conducting the business of a "bank" unless incorporated by the State Superintendent of Banks.

The Bureau has had no funds this year with which to make deposits of money, yet evidence was obtained against three persons illegally engaged in the private banking business. One was discharged on account of insufficient evidence, the second was convicted but sentence was suspended, while the third was fined $10. Light sentences of this nature are rather disheartening in view of the amount of laborious work required in obtaining the evidence and preparing the case for trial. In view of the millions of dollars lost by our thrifty immigrant population during the past four or five years, a violation of any of the provisions of these laws should be dealt with severely by judicial authorities. The immigrant who conducts his financial transactions through fellow countrymen speaking his own language requires special protection. Thrifty and saving, he ultimately proves to be the very best material for our future citizenship.

An analysis of the status of the 700 persons listed as being or having been engaged in the private banking business in this State shows some interesting results. About 70, all told, are licensed

or specially exempted by the State Comptroller or State Banking Department; 125 are now authorized agents of steamship companies and 210 are authorized agents of interstate express companies for the transmission of money abroad; 175 have discontinued the banking business honorably and of their own accord; 60 have failed or absconded, while the remaining 60 conduct their business in small cities or villages where the private banking law is not effective or their status is unknown. The large majority of the 700 now conduct or have conducted their business in the large cities of the State. It is difficult to estimate how many persons are so engaged in the many immigrant colonies and industrial centres. The amount lost to immigrant depositors during the past year through unscrupulous private bankers is still more difficult to learn. The sum, however, is much smaller than at any time heretofore. The Bureau's constant inspection work and issuance of orders for compliance with law whenever a violation was discovered is largely responsible for this improved condition of affairs.

The large number of agents of transatlantic steamship and interstate express companies is of but recent growth. In the previous year "express companies" were permitted to transmit money abroad without being required to deposit bonds or obtain licenses. It was then a simple matter for the large number of express companies who were incorporated over night to retain the hard earned savings of their transmitters, explaining that the money must have disappeared in transit. The law was then amended so as to exempt only those express companies having contracts with railroad companies for the operation of an express service. This succeeded in driving out of business most of the bogus express companies. Particular attention was paid thereafter to these concerns to learn whether or not they were still accepting money for transmission under their old incorporation papers. The result has been that most of them have become legal and legitimate money order agents of the reputable international express and steamship companies, who are now responsible for all orders bearing their names and issued by their agents. The following diagram clearly shows the effectiveness of the Bureau's co-operation in the enforcement of the private banking laws.


LISTED IMMIGRANT PRIVATE BANKS.
STATUS 1913. TOTAL-700
NUMBER
LICENSED OR EXEMPTED BY BANKING AUTHORITIES.
AUTHORIZED STEAMSHIP CO. AGENTS.
AUTHORIZED EXPRESS COMPANY AGENTS.
DISCONTINUED-HONORABLY.
DISCONTINUED-FAILED.
MISCELLANEOUS UNAUTHORIZED.
225
200
175
150
125
100
75
50
25
0
210
175
125
70
60
60

Under the provisions of the private banking law persons who file bonds in the sum of $100,000 with the State Comptroller are now exempt from the latter's supervision or examination. A dozen or more bankers in the State have taken advantage of this exemption. With deposits ranging from $500,000 to $2,000,000 it is a simple matter for them to give the security of a $100,000 bond, consisting of their depositors' money. One such banker failed recently with liabilities totalling close to $750,000. Persons entrusted with such large sums of money should not be permitted to conduct a banking business unless properly supervised.

A license as now issued is a personal one and therefore does not afford the licensee's depositors the full protection of the law. The banking assets and liabilities of one licensed private banker, who died during the year, became a part of his general residuary estate. His executor has thus far paid a dividend of only 8 per cent. The protection afforded immigrant depositors is very meagre if a licensee is permitted by law to combine his personal and business assets and liabilities.

Real Estate.—At the legislative session in the early part of the year, chapter 590 of the Laws of 1913, was enacted as an amendment to chapter 579 of the Laws of 1911, prohibiting persons or corporations from advertising the sale of real estate by any "puzzle method" whatsoever. All persons engaged in the sale of land through advertisements in the foreign language newspapers were immediately notified thereof and warned that a violation of its provisions would be vigorously prosecuted. Through the remainder of the year only one advertisement containing the offer of a prize for the solution of a puzzle was brought to the Bureau's attention, but on notification it was immediately changed to conform with the law. It is difficult to estimate the great moral effect of this legislation. Our immigrants come chiefly from European peasant districts. Those who come here to stay, immediately begin planning the purchase of land. As most of them are employed in mines and factories throughout the country, their information as to land values is largely dependent on the circulars or advertisements printed in their own language and distributed or circularized among them. A number of persons interviewed at the Bureau office who had entered into con-

tracts for the purchase of land stated that they had done so largely on account of the fact that they had been awarded prizes of $100 or $200 for the solution of a simple arithmetical puzzle. They thought that the land was really worth $200 or $300 and since they were asked to pay but $50 or $100, felt that they were being specially favored. The enforcement of this law will undoubtedly greatly reduce the number of complaints filed alleging misrepresentation, fraud, etc. in land transactions.

New York State must take heroic measures if it desires to distribute its immigrant residents from the congested centres to the land. The frauds and misrepresentations practiced on them by those who are now effecting the sale of farm lands have destroyed their faith in even our legitimate land propositions. With almost 30 per cent of its total population foreign born whites, the State has become one of the chief exploiting points for the sale of bogus or misrepresented farm lands throughout the country. According to the 1910 census 72.2 per cent. of the land area of the State is in farms. There are 215,597 farms containing 22,030,367 acres ranging from 3 to 500 acres each. The average value of farm land per acre is $32.13. In the eastern half of the State the major portion of farm land can be purchased at from $10 to $25 per acre. The number of farms operated in this State is constantly decreasing. It is a significant fact that although the population *increased* 25.4 per cent. between 1900 and 1910 the number of farms *decreased* 4.9 per cent. The land hungry foreign born residents of this and other states who are desirous of settling here can have their faith restored only through a system of voluntary registration of land for prospective settlers, as outlined in the Bureau's last annual report.

Legal Affairs.

Notaries Public.— Under chapter 471 of the Laws of 1910 all persons not commissioned as notaries public are prohibited from holding themselves out as such. The activities of 123 notaries, dealing principally with aliens, were investigated during the year and 27 violations of law were discovered. Two arrests were made, one was found guilty and fined $50, while the other was acquitted.

Notaries in Europe, especially in Austria-Hungary, Russia and Italy are under the control of their respective governments to a far greater degree than anywhere in the United States. They are required to possess special qualifications and to conduct their business according to certain rules. More definite and extensive restrictions are placed upon their fees. In certain countries they are also required to be lawyers. This puts them almost on a par with our lawyers and insures that their business will be conducted in a reliable manner. As a consequence, immigrants coming from many of these countries hold these officers in great respect and on arrival in this country entertain the same idea of the notaries here. Complications of all kinds accordingly arise, leading to a great variety of difficulties both in respect to documents improperly made out and exorbitant charges for services rendered. In one instance, through the co-operation of a foreign consulate and the United States postal authorities, it was conclusively shown that nearly $200 has been retained by a notary public in an up-State city which the latter had collected on a power of attorney for an immigrant residing here. It was impossible to prosecute as the complainant had disappeared in the meantime.

In New York City it was found that some authorized notaries were engaged in the business of signing documents in blank and selling them to pretended notaries at 50 cents a piece. Any unidentified stranger on payment of a few dollars could have his deposition or power of attorney drawn up and apparently properly authenticated without having at any time appeared before the real notary. The abuses that grow out of this system have caused many helpless immigrants to lose inheritances and lands located abroad through false depositions made on these illegally issued notarial forms. These practices undermine our entire notarial system, the purpose of which is to insure the honesty of all signatures to legal documents.

Lawyers.— Section 270 of the Penal Law is extremely wide in its application, and prohibits nearly every manner of advertising oneself as an attorney if not qualified to practice as such. Advertisements reading "handles court cases," "takes care of legal and notarial business," etc., accordingly come within the

purview of this law. Many advertisements of this nature were translated and 12 investigations of lawyers were made. In all, 31 violations of law were discovered, most of them relating to illegal advertisements. One pretended lawyer was arrested and convicted for obtaining a $50 fee from a grief-stricken husband whose wife was held at Ellis Island for trachoma and was threatened with deportation, on the former's promise to obtain her release and admission to the United States. The wife was deported, but the fee was not returned. Her husband complained to the Bureau. The pretended lawyer was arrested and found guilty, but sentence was suspended.

Justices of the Peace.— This year the Bureau's attention was again directed to the manner in which immigrant unskilled laborers are maltreated by justices of the peace in industrial communities of the State. Unfamiliar with our legal procedure, they are thrown into jail or fined heavily on the slightest pretext, even though no crime has been committed. The activities of justices of the peace are not regularly reviewed by other judicial authorities. Local supervisors, interested only in the fees received and fines accounted for, make occasional inspections of their books of account. The ignorance of many of these justices and the opportunity for collusion with superintendents or foremen of industrial corporations largely controlling the political destinies of such communities, have resulted in fixing criminal records upon aliens without due process of law. With its limited staff the Bureau cannot hope to cope successfully with this situation or undertake its thorough investigation. Four immigrant workmen in a recent case signed a contract at a New York City employment agency to work for a corporation in Saratoga county. Under one of the clauses of the contract they agreed to pay the corporation for advancing their traveling expenses to the scene of work. On arrival there, hungry and tired, they were not given and were unable to obtain any food and accordingly became dissatisfied. They left the following morning and started to walk to the nearest town. The superintendent and a deputy sheriff pursued them in an automobile and brought them before a local justice of the peace without having *first* obtained a warrant of arrest. The justice then accepted a charge of petit larceny

against them and all four were sentenced to remain 30 days in jail. On investigating and learning the facts, the Bureau sued out a writ of habeas corpus through a Justice of the Supreme Court and the four immigrants were immediately released. At the worst they were liable only for civil breach of contract as they had never committed any criminal offense. In another investigation of a somewhat similar situation during the previous year, much evidence was unearthed of false arrests of immigrant workmen who testified that they had been arrested and fined on the most trivial of charges. An attempt was made to initiate impeachment proceedings against them through the office of the Attorney-General, but when a reinvestigation was made, the witnesses had disappeared or contradicted their first and more credible testimony.

Business Brokers.— In the foreign colonies in New York City a score or more individuals calling themselves "business brokers," are engaged in a somewhat hybrid business known as "business exchanges." The windows of their offices are covered with large and impressive scarlet seals. Whenever a simple-minded immigrant storekeeper wants to sell his little store, the business broker quickly calls on him, promising to sell it on a commission basis. An "advance" of $5 or $10 on the commission to cover expenses, advertising, etc., is asked for. The storekeeper is requested to sign a paper which he cannot read and which states that this payment is not an advance on a commission but a flat payment for advertising expenses. Protected legally by this "contract," the business broker spends 40 cents or 50 cents on an advertisement, seemingly sends around a friend or runner to make an impossibly low offer for the store and makes no further effort to effect a sale. The storekeeper of course loses his deposit. A number of such cases were brought to the attention of the Bureau, as well as the Legal Aid Society. When sued civilly, judgments have been obtained. But execution can never be levied as their only assets appear to be their scarlet seals. The contracts signed are so cleverly drawn that prosecution for technical larceny cannot be had. Aware of the shortcomings of the law, these unregulated business brokers continue their vicious activities growing bolder daily.

Misleading Advertisements.— Suspicious or questionable advertisements have been found from time to time in the foreign language newspapers. These have varied from the sale of stock in mythical South American development companies to matrimonial proposals. In most instances they are so skillfully worded as to keep well within the law. In a number of cases, however, either a modification of the advertisement or its total withdrawal has been obtained. The Bureau cannot regulate the insertion of such advertisements, and has therefore referred the more vicious ones to the United States postal authorities.

IV. DIVISION OF EDUCATION AND PUBLICITY.

An Educational Division was organized in the early part of the year by the appointment of a secretary to take general charge of all publications, press statements, statistical work and educational work among aliens. The Division's preliminary activities have consisted of exposures of various forms of immigrant exploitation by a constant succession of articles in the newspapers; efforts to obtain by publicity more humane living conditions for immigrants throughout the State; the collating and interpreting of the results of the Bureau's various investigations; the analysis of the various general immigrant situations throughout the State; and the explanation of these situations to the public in news articles.

A special effort was made to reach immigrants and the friends of immigrants by articles in a score of foreign language newspapers having large circulations in the State. During the year attacks were made on the labor camp situation and the vicious "puzzle method" of selling real estate. The publicity which resulted therefrom has undoubtedly assisted the enactment of the legislation later effected, besides awakening the consciences of both the public and the offenders. For the first ten months of the division's work 150 columns of news and editorial matter, based on articles sent out by the division, appeared in newspapers. The titles of some of them will illustrate the methods employed and the ground covered: "Education for Immigrants," "Grafting on Piers," "Wrecked Immigrants," "Pocketbook Swindles," "Dishonest Banker Arrested," "Dishonest Ticket Agent Sentenced," "Two Poles Swindled," "Italian Lawyer Arrested," "State Hunting Immigrant Leeches," "2,000 Plague Spots," "Editorials on Labor Camps," "Notary Arrested," "Notices for Immigrants," "Recovers Immigrant's $100," "Real Estate Puzzle Swindles," "How New York State Protects 270,000 Immigrants," "Naturalization Reforms," etc. Before the organization of the division an arrangement had been made with a number of widely circulated foreign language newspapers to publish occasionally a statement of the various services of the Bureau. Greater attention was given to this matter and 12 foreign lan-

guage newspapers, including three Italian, one Danish, two Greek, one Hungarian, one Polish, one Croatian, one Russian, one Servian and one German, have been printing this notice once a week. Since the joint circulation of these foreign language newspapers is about 200,000 the Bureau's activities may justly be said to be kept constantly before all the State's newspaper-reading immigrant and alien residents. For the past ten months more than 50 columns of these free notices have been published. The sending of a weekly letter to the foreign language newspapers describing in a few words the week's work of the Bureau has also been inaugurated. The original purpose of this letter was merely to encourage the foreign language newspapers to continue to publish the advertisements. But this weekly letter has been received by some of the newspapers in such a friendly spirit that an attempt will be made during the coming year to develop it into a "weekly department" in some of the more widely circulating foreign language newspapers.

Distribution of Names of Children.— Chapter 514 of the Laws of 1910 which created the Bureau, empowered it, among many other duties, to obtain from the Federal authorities complete lists of the names and addresses of all immigrant children of school age entering this State and to forward these lists to the school authorities in the localities to which the children were destined. In carrying out this policy of compulsory education, the Bureau distributed during the year 17,050 names to the following educational authorities throughout the State: 14,150 to the Permanent Census Board of Greater New York; 373 to the Buffalo school authorities; 393 to Rochester; 579 to Albany and other central New York cities; 945 to cities of less than 50,000 population; 402 to rural districts and 208 scattered. The clerical help required to keep an adequate record of this work has heretofore been furnished by the North American Civic League for Immigrants. During the current year, however, this arrangement was discontinued. A Bureau stenographer was assigned to forward the names to the various local school authorities as soon as received from the Federal authorities at Ellis Island. It was impossible, however, on account of the amount of work it required, to keep a record of the disposition of each name thus forwarded.

During the school year of 1912, 15,924 names were distributed directly to the local school officers in various school districts of the State as follows:

	Under 6 years	6–15 years	Over 15 years
New York City	1,236	12,699	41
Other cities	155	1,783	10

With the help furnished by the League, return reports were obtained from attendance officers, which on being tabulated, showed the following dispensation:

	Number	Per cent Total
Attending school	5,680	36
Will attend	90	..
Located, not attending	1,176	7
Incorrect address	6,585	41
Moved	1,593	10
Working	495	3
Out of schools for other reasons	305	2

It appears that more than half of all the children whose names were distributed were not located by the attendance officers either because they had "moved" or because of "incorrect address." The failure to locate so many children is partly due to the tendency of immigrants to give as a "manifest" address that of the agent from whom their tickets were purchased. Another reason may be the time which elapses between arrival of children and visits of officers. It is difficult to say how many of the children not located eventually find their way into school, but when accurate returns indicate that 8,178 children of school age cannot be traced by the school authorities, it is apparent that the compulsory education law is being violated to a considerable extent. The State Department of Education, local school superintendents and attendance officers are charged with the enforcement of the compulsory education law. The function of placing the names and addresses of prospective school children into the hands of the local educational authorities, so as to assure attendance, seems to be closely related to the enforcement of this law. The Bureau has no supervision over the work of attendance officers and is unable to check them up. A closer supervision and more efficient administration of the compulsory education law would undoubtedly be obtained if this whole situation was brought under the

direct control of the Division of Compulsory Education of the State Education Department.

Temporary Schools in Labor Camps.— With the enactment of chapter 176 of the Laws of 1913, district school superintendents, with the approval of the Commissioner of Education, were empowered to establish temporary school districts, outside of cities and union free school districts, wherever any considerable number of persons were congregated for the construction of public works. In an attempt to put this law into practical effect, the Bureau inspected many public works' camps during the summer and sent copies of its reports regarding conditions and facilities in forty such camps to the State Commissioner of Education. The latter, in co-operation, immediately advised district school superintendents having jurisdiction in about half of these places, where the conditions seemed favorable, to consider the advisability of establishing such schools. It is too early to learn how effective this law will prove to be, as the Department of Education has been embarrassed in the establishment of these schools owing to the fact that the last Legislature made no appropriation for this particular purpose.

Education of the Immigrant.— The educational needs of the immigrant require special study and attention. Only through his early familiarity with the English language and a knowledge of our ideals of government can he be properly assimilated. In a survey of educational work bearing on the assimilation of adult aliens, the North American Civic League, with the co-operation of the Bureau, found that night schools where English was taught to foreigners were maintained last year in thirty-one cities and towns. The attendance at such English to Foreigners' classes for New York City was 14,334 and for the rest of the State 6,660, making a total of 25,000 for the entire State. Approximately 300,000 adult immigrants entered the State during the same period of time, so that only one in every twelve was entered in these English night classes. Nineteen cities in the State: Corning, Cortland, Dunkirk, Hornell, Kingston, Lackawanna, Little Falls, Middletown, Newburgh, Ogdensburg, Ossining, Oswego, Peekskill, Plattsburgh, Port Chester, Rensselaer, Rome, Saratoga, Watervliet, with a population ranging from 10,000 to 30,000 and with a foreign born population vary-

ing from 1,000 to 7,000, are without any public night classes where immigrants can acquire the ability to speak the English language. Seventeen other cities and towns with populations varying from 2,500 to 10,000 and foreign born populations in excess of 1,000 also lack any night school facilities. The little educational work which is being done in some of these places is left entirely to private agencies with limited facilities, whose work is not systematized or properly supervised.

In the thirty-one cities and towns throughout the State where the local school authorities maintain evening classes in English to foreigners, the average length of the session is 60 nights for the year. In seven of these towns the sessions are less than 40 nights and in 17 towns less than 60 nights. Evening schools are generally maintained from October to March, which is the period of lightest immigration and the busiest months for general factory work. During the spring and summer, when the hours of work in cities and towns are shortest and immigration is usually heaviest, the evening schools are generally closed. As a result, the sessions do not approximate the heaviest periods of immigration.

Although the evening schools are generally open to men and women, the immigrant mother seldom attends. Her children, however, attending school, quickly master the English language. A gap immediately springs up between mother and child and the former is left behind in the struggle for readjustment to new conditions. Experimental work in domestic education among immigrant women has been carried on by the League in several crowded foreign districts, and their interest in class work in the forenoon or early afternoon when they are at leisure, has been quickly aroused in the study of home and domestic science, ventilation, sanitation, care and feeding of babies and a knowledge of the recreational and social facilities of the district.

The immigrant should receive special instruction to meet his peculiar needs and limitations. Through the study of English and civics his interest in our form of government will be developed and he will be prepared for thorough assimilation. The Bureau can aid by keeping him in constant touch with all the State's sources of information, education, enlightenment and healthy enjoyment.

V. RECOMMENDATIONS.

State.

That the law providing for the licensing of persons selling steamship tickets (chapter 349 of the Laws of 1910 as amended) be further amended so as to make available the full amount of the bond filed for the benefit of the persons purchasing steamship tickets from such licensee. (See text "Transportation," p. 16.)

That the State Workmen's Compensation Commission, created as this report is being completed, should print in the important foreign languages a simple summary of the new law for distribution among workmen. (See text "Labor and Living Conditions," p. 19.)

That an investigation be made by the State Department of Insurance as to the advisability of requiring that all applications for insurance should be printed in the language of the applicant. (See text "Savings," p. 22.)

That the Penal Law be amended so as to prohibit the sale of merchandise by means of "stamps." (See text "Miscellaneous," p. 26.)

That all transatlantic steamship companies or their duly authorized agents be prohibited from selling steamship tickets or orders for transportation to persons engaged in the sale of such tickets on the instalment plan. (See text "Steamship Ticket Agents," p. 42.)

That a State Bureau of Employment be created with power:

(1) To license and regulate all agencies receiving fees.

(2) To insure the greater protection of the unemployed from misrepresentation, ill-treatment, etc.

(3) To create a chain of free State labor exchanges at important industrial centres for the purpose of bringing employer and employee together and for distributing information, and

(4) That the enforcement of section 155, chapter 514 of the Laws of 1910, as amended, providing for the keeping of certain records, be transferred to this proposed bureau and that at the same time the said section should be repealed. (See text "Employment Agents," p. 44.)

That the Public Health Council of the State Department of Health and the Industrial Board of the State Department of Labor be urged to adopt immediately rules and regulations for the proper sanitation of all labor camps. (See text "Labor Camps," p. 48.)

That the immigrant lodging place law (chapter 845 of the Laws of 1911, as amended) be further amended so as to provide for:

(1) The issuance of licenses and the filing of bonds and payment of fees only to such immigrant lodging places as are engaged in the transfer business and harbor transient aliens.

(2) The issuance of *permits* instead of licenses to all other places coming within the meaning of the law; no bonds or fees to be required.

(3) The exemption of all private boarding houses where board and lodging is furnished by the week or month only.

(4) The keeping of the following records at all licensed places:

The name and last permanent address of every lodger.

Date of arrival and departure of every lodger.

Name of steamer and date of sailing.

Amount paid for board, lodging, baggage and transfer service.

Amount of money exchanged, in its American and foreign equivalents. (See text "Immigrant Lodging Places," p. 52.)

That legislation be enacted providing for the closing of all shoe shine parlors one-half day each week. (See text "Bootblack Parlors," p. 55.)

That the private banking law (chapter 348 of the Laws of 1910, as amended) be further amended so as to provide for:

(1) The inspection of books of account and examination of securities of all persons who apply for exemption upon the filing of a $100,000 bond.

(2) The liquidation by the State Comptroller of a licensee's business upon the latter's death and for the separation of his personal assets and liabilities from those of the business licensed. (See text "Private Banks," p. 55.)

That authority be given the State Department of Agriculture to secure:

(1) The voluntary registration of land available for agricultural settlement, with a description of the land accurately setting forth its location, quality, fitness for cultivation, prices and terms upon which it may be obtained.

(2) Publication of lists of land dealers so registered, the same to be revised periodically and furnished to all inquirers.

(3) The approval of the forms of contracts used by registered dealers in the sale or transfer of land to settlers.

(4) The inspection of all advertising material used by registered land dealers and the cancellation of their registration for failure to comply with the minimum standard of accuracy of statement.

(5) The criminal prosecution of any land dealer whether registered or not, who is guilty of fraud in the sale of land to a settler, and the securing of all possible redress for the settler.

(6) The publication of accurate information with respect to the general opportunities for agricultural settlement in the State.

(7) The appropriation of funds sufficient to permit the effective performance of these duties. (See "Real Estate," p. 59.)

That all notaries public be required to keep records of their transactions which shall be open to public inspection. (See text "Notaries Public," p. 60.)

That a legislative committe or other official body be empowered to examine into the powers and activities of justices of the peace and the advisability of providing for their supervision. (See text "Justices of the Peace," p. 62.)

That the powers vested in this Bureau under paragraph 2 of section 153 of the Bureau law, for the distribution of the names of alien school children be transferred to the State Commissioner of Education (see text "Distribution of Names of Children," p. 66), and that the latter be urged to undertake an investigation of the educational facilities provided for the immigrant throughout the State.

Municipal.

That the New York City charter provisions regulating runners (section 349) be repealed and ordinances passed regulating runners and porters under a uniform law under the Bureau of Licenses. (See text "Barge Office Situation," p. 37.)

That the provisions of the New York City ordinances be amended so as to provide for the licensing of all persons engaged in the business of "business broker," and that adequate provision be made for bonds, fees, etc. (See text "Business Brokers," p. 63.)

That the City of Buffalo be urged to enact a new ordinance for the licensing and regulation of cabmen, hackmen and transfer companies. (See text "Railway Stations," p. 39.)

Respectfully submitted,

JOSEPH MAYPER,

Acting Chief Investigator.

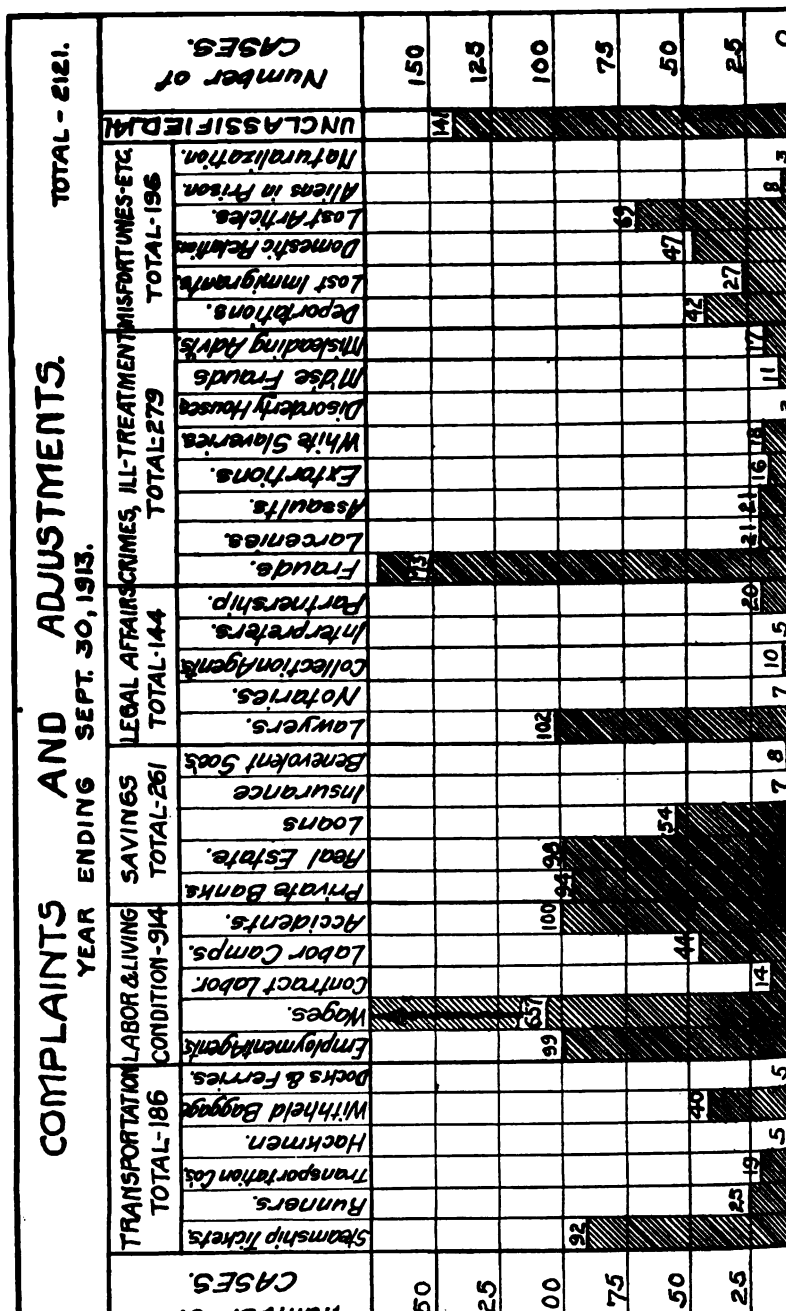
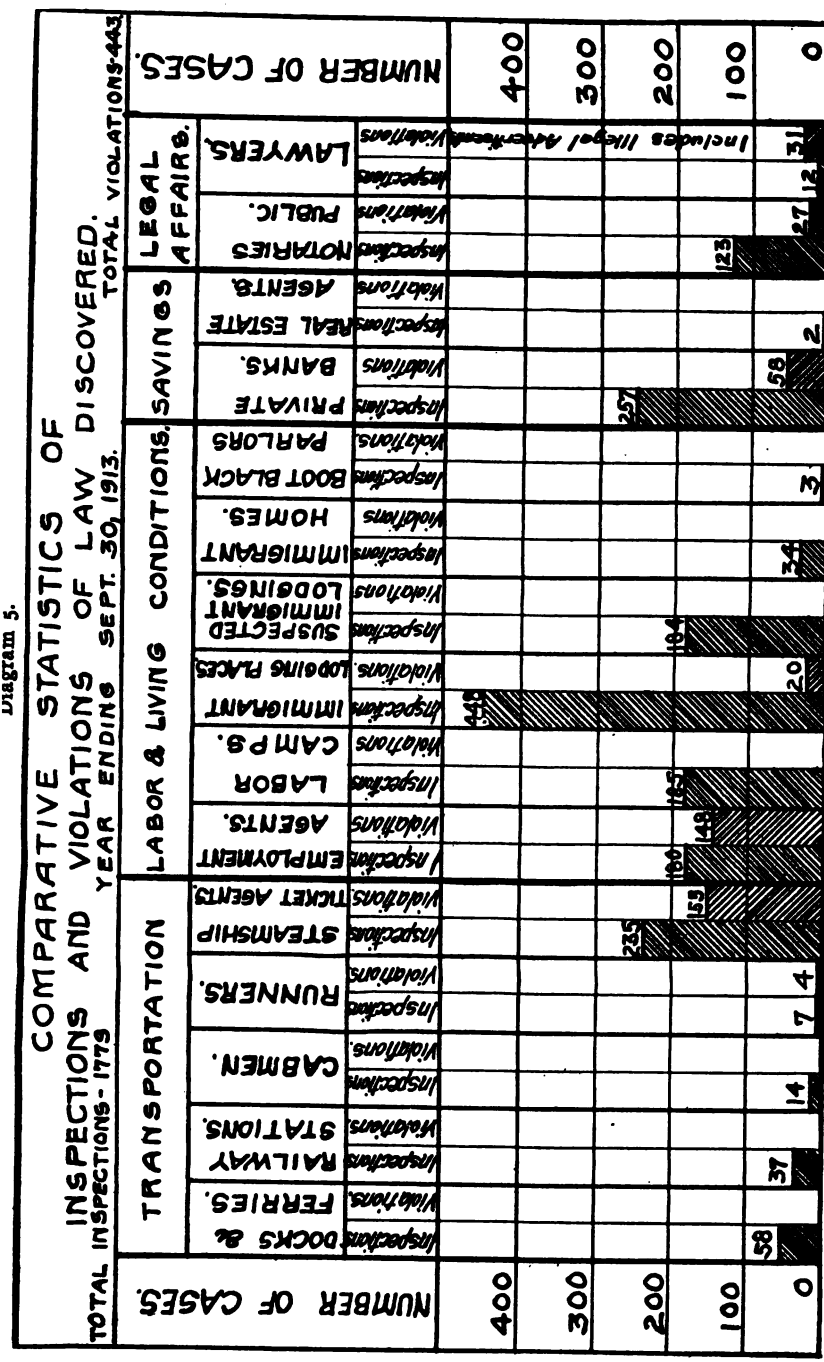

COMPLAINTS AND ADJUSTMENTS.
YEAR ENDING SEPT. 30, 1913.
TOTAL - 2121.
Number of CASES.
150
125
100
75
50
25
0
TRANSPORTATION TOTAL-186
Steamship Tickets.
Runners.
Transportation Cos.
Hackmen.
Withheld Baggage.
Docks & Ferries.
LABOR & LIVING CONDITION-914
Employment Agents.
Wages.
Contract Labor.
Labor Camps.
Accidents.
SAVINGS TOTAL-261
Private Banks.
Real Estate.
Loans.
Insurance.
Benevolent Soc's.
LEGAL AFFAIRS TOTAL-144
Lawyers.
Notaries.
Collection Agents.
Interpreters.
Partnership.
CRIMES, ILL-TREATMENT TOTAL-279
Fraude.
Larcenies.
Assaults.
Extortions.
White Slavery.
Disorderly Houses.
Wise Frauds.
Misleading Adv's.
MISFORTUNES-ETC. TOTAL-196
Deportations.
Lost Immigrants.
Domestic Relations.
Lost Articles.
Aliens in Prison.
Naturalization.
UNCLASSIFIED.

Diagram 5.


COMPARATIVE STATISTICS OF
INSPECTIONS AND VIOLATIONS OF LAW DISCOVERED.
YEAR ENDING SEPT. 30, 1913.
TOTAL INSPECTIONS - 1779
TOTAL VIOLATIONS - 443
TRANSPORTATION
DOCKS & FERRIES.
RAILWAY STATIONS.
CABMEN.
RUNNERS.
STEAMSHIP TICKET AGENTS.
LABOR & LIVING CONDITIONS.
EMPLOYMENT AGENTS.
LABOR CAMPS.
IMMIGRANT LODGING PLACES.
SUSPECTED IMMIGRANT LODGINGS.
IMMIGRANT HOMES.
BOOT BLACK PARLORS
SAVINGS
PRIVATE BANKS.
REAL ESTATE AGENTS.
LEGAL AFFAIRS.
NOTARIES PUBLIC.
LAWYERS.
Inspections
Violations
Includes illegal advertisements
NUMBER OF CASES.
400
300
200
100
0
58
37
14
7
4
235
153
100
149
165
449
104
20
34
3
257
58
2
123
27
12
31

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NEW YORK STATE DEPARTMENT OF LABOR

FOURTH ANNUAL REPORT

OF THE

BUREAU OF INDUSTRIES AND IMMIGRATION

FOR THE TWELVE MONTHS ENDED SEPTEMBER 30

1914

TRANSMITTED TO THE LEGISLATURE APRIL 5, 1915

REPORT OF BUREAU OF INDUSTRIES AND IMMIGRATION

REPORT OF BUREAU OF INDUSTRIES AND IMMIGRATION

Hon. JAMES M. LYNCH, *Commissioner of Labor:*

SIR.—I have the honor to submit the report of the Bureau of Industries and Immigration for the fiscal year ended September 30, 1914.

While the alien population in this State is scattered throughout various communities, the humanitarian work of the Bureau centers largely at and around the port of New York because in that city, with its huge shipping and transportation facilities and unusual traffic conditions; its immigrant hotels, lodging houses, labor exchanges, steamship ticket agencies, employment agencies, real estate schemes; and with the runners, porters, guides, hackmen, expressmen, confidence men and their following devoting their energies largely to defrauding the unwary immigrant of all his earthly possessions, the need of the unfortunate victim is greatest.

GENERAL SURVEY

To properly chart these activities would require a circle every sector of which would illustrate some defrauding device. Is it to be wondered then that many discouraged immigrants, after having been robbed and betrayed by unscrupulous persons, focus their attention upon saving a sufficient competence to return to their native lands instead of developing into American citizens? *There is no doubt that these unfortunate experiences are primarily responsible for the excessive number of unnaturalized aliens in this State and country.*

From the moment the prospective immigrant purchases his steamship transportation in his home town in Europe, he is subjected to a system of cunningly devised extortion that extends to all parts of the United States, in many instances ending in the extreme West when after his arrival in New York some crafty agent has sold him a strip of barren waste miles from any human habitation, with no water available and no house or other shelter; a place where he cannot live, and which in his penniless condition he cannot leave.

OVERCHARGES ON RAILROAD TICKETS

Before leaving his own country the destination of the immigrant is almost invariably settled. An immigrant arriving at Ellis Island either holds a through railway order issued by the steamship company abroad or he purchases his railway ticket on his arrival at this port. He has at any rate a destination.

In the case of the well-to-do second-class passenger, the steamship agent abroad does not explain to him when purchasing his ticket that there is no "third class" railway transportation in this country as it is understood in Europe; consequently the alien on his arrival discovers that he has purchased an order for a form of transportation covering accommodation only on an immigrant way train, leaving via Ellis Island. Not wishing to take this additional trip *all second-class passengers being released on the docks,* he applies to the steamship agent to exchange this prepaid order for a first-class ticket to his destination. *The exchange is made upon payment of a sum of money which, when added to the original cost of the transportation orders is much in excess of the regular first-class rate, as shown by the following examples:*

(1) OVERCHARGE TO CHICAGO

———, being duly sworn, deposes and says: That I am employed on a farm at Joliet, Ill. That at Liverpool, England, I paid for passage on S. S. ———, ——— Line, and was charged £3.2.6. for an order for railroad ticket, third class, from New York to Chicago, Ill.

That I arrived here on S. S. ———, ——— Line.

That at the office of the ——— Line the order for said railroad ticket was exchanged for order No. ———, an order for passage on ——— R. R., and on face of said order was marked fare $19.10. This order was in turn exchanged for first class railroad ticket No. ———, Form No. ———, on ——— R. R. from New York to Chicago.

——————— was met at the steamer by a friend from Chicago. The latter purchased a ticket on the ——————— R. R. to Chicago, and paid therefor $19.10. The former following, presented his order for exchange from third class to first class, on which the amount of fare was marked $19.10. Instead of receiving his ticket for this amount, an excess charge of $5.60 was demanded by the agent, and paid by him, making a total rate of $20.60 for a ticket on the same train, and for identically the same accommodation, that his friend had just purchased for $19.10.

In the following case the excess rate was actually paid by a special investigator attached to this Bureau:

(2) OVERCHARGE TO ROCKFORD, ILLINOIS

———, Norwegian, ——— Avenue, New York City, being duly sworn, deposes and says: That at Christiania I bought steamship ticket for passage on S. S. ———, ——— Line, and paid $16.70 for an order for railroad ticket, third class, from New York to Rockford, Ill.

I arrived here on S. S. ———, ——— Line.

At port of entry said order for railroad ticket could be exchanged for first class railroad ticket upon payment of $5.77, which sum I refused to pay.

On this case a Bureau investigator reported as follows:

To-day ——— arrived from Christiania on S. S. ——— and was in possession of a third class railroad fare of the said ——— Line, and wished to have the same exchanged for a first class ticket. He was approached by the ——— passenger agent, who offered to exchange his third class ticket for a first class railroad ticket on payment of $5.77. ——— refused to pay that amount, and he was advised to go to Ellis Island.

Accompanied by ——— and ———, members of the Bureau staff, we went to the office of the ——— Line, ——— street, New York City, and exchanged the third class order, together with a 10 kronen note ($2.50 U. S. currency), and a $5 bill, and requested that the same be exchanged for a first class ticket on the ——— railroad. The amount of the exchange demanded and collected by the clerk was $5.77, making an overcharge of $1.67. *The railroad fare to Rockford, Ill., is* $20.80 *and the amount paid in Christiania was* $16.70.

(3) OVERCHARGE TO ALLEGHANY, PENNSYLVANIA

One ———, English, enroute to Alleghany, Pa., was one of the passengers of the S. S. ———, arriving at New York recently; his brother ——— of the same place paid to the ——— Line Steamship Company at Hayesborough, Alleghany, Pa., the sum of $8.00 for a railroad ticket, third (immigrant) class from New York to Pittsburg, Pa. At the dock the order was exchanged for a ticket, and he paid the sum of $1.80, receiving another order No. 866 for the ——— railroad company for a first class ticket upon which fare was marked $9.00.

He objected to paying this amount, as he was aware that the cost of a first class passage to Pittsburg, Pa., was $9.00, but he did not wish to delay, as he was in a hurry to get his train, and thereupon had to pay the said sum of $1.80 to the agent of the ——— railroad, *making an overcharge of* 80 *cents.*

The foregoing are not isolated cases, as this system of overcharging extends to places throughout the United States. The practice appears to be in direct violation of the following provisions of the

Interstate Commerce Law, entitled the "Act to Regulate Commerce" as amended by the acts of June 29, 1906, and June 18, 1910.

No carrier, unless otherwise provided by this act, shall engage or participate in the transportation of passengers or property as defined in this act, unless the rates, fares and charges upon which the same are transported by said carrier have been filed and published in accordance with the provisions of this act; nor shall any carrier charge or demand or collect or receive a greater or less or different compensation for such transportation of passengers or property, or for any service in connection therewith, between the points named in such tariffs than the rates, fares and charges, which are specified in the tariff filed and in effect at the time; nor shall any carrier refund or remit in any manner or by any device any portion of the rates, fares and charges so specified, nor extend to any shipper or person any privileges or facilities in the transportation of passengers or property except such as are specified in such tariffs.

The Commission has jurisdiction * * * to require carriers to cease and desist from unjust discrimination and unreasonable preference.

Prohibits preferential rates for transportation service performed under like circumstances and conditions.

In *compliance* with this law the rates of fare and charges are "published," but *in violation of it* "unjust discrimination" has not "ceased," nor has the Trunk Line Association, whose attention has been called to the matter, corrected the "unjust discrimination" practiced by the agents of many railroads within its jurisdiction.

It cannot be disputed that "preferential rates" are given *to all others than aliens having railroad orders prepaid in Europe* "for transportation service performed under like circumstances and conditions." The cases cited in addition to others on file prove the facts conclusively, for when a third class railway order is exchanged for a first class railway ticket and the difference in the rate of fare between third class and first class has been paid, *such ticket becomes a first class fare.* Therefore, if the sum charged for the exchange plus the original cost of the transportation order is greater than the first class rate published in accordance with law, the person who is required to pay such excess is subjected to discrimination. The overcharge is also a violation of the following provision of chapter 565 of the Laws of 1890 entitled "An Act in Relation to Railroads," constituting section 39 of chapter 39 of the general laws, known as the Railroad Law:

Penalty for excessive rate: Any railroad corporation, which shall ask or receive more than the lawful rate of fare unless such overcharge was made through inadvertence or mistake, not amounting to gross negligence, shall forfeit fifty dollars, to be recovered with the excess so received by the party paying the same; but no action can be maintained therefor, unless commenced within one year after the cause of action accrued.

Complaints and affidavits setting forth numerous violations of these statutes are on file at this office. The matter was called to the attention of the Trunk Line Association on July 11, 1914, when the writer personally remonstrated about the situation in the matter of a complaint supported by corroborative evidence, submitted to this Bureau. At that interview an order issued by the Trunk Line Association to its agents, prohibiting the collection of commissions on "exchange of third-class or mixed-class tickets," was exhibited by the association's representative. It would appear that the issuance of this order was intended to meet technical legal obligations. In the event of complications the production of such an order might be considered as evidence that the railroad had forbidden the practice and could not therefore be held responsible. In that case the violation by the employee would appear to be an individual responsibility. However, the Trunk Line Association can plead no such ignorance, as the correspondence covering the entire subject under discussion, between that body and this Bureau, has been unsatisfactory and unproductive of corrective results or any attempt to eliminate the violations.

Remonstrance with the Trunk Line Association appears to be of no avail. The railroads are at present protected by their unenforced "order" and the only course left open to this Bureau, in order to destroy this practice of extortion, *whereby thousands of dollars are unlawfully taken from immigrants and aliens,* is to refer the case to the proper authorities for prosecution.

It is natural to assume that misrepresentation is made by the agent abroad whenever he sells a so-called "third class" railroad order *to any but a steerage passenger;* as practically no aliens arriving second class wish to extend their journey to Ellis Island in order to board an immigrant way train, and consequently on discovering their plight, no alternative is presented other than a repetition of the experiences already cited.

MONEY EXCHANGED

Railroad ticket agents, baggage agents, hotel runners, steamship company agents, and immigrant hotels, exchange money for alien passengers on all docks, and never give the legal rate of exchange. During the past year affidavits and investigators' reports show overcharges of from 2 per cent to 25 per cent on money exchange. A certain steamship company authorizes its dock agent to use the company's funds to exchange money for the accommodation of its passengers. He never pays the prevailing rates, and it is doubtful if that company is aware that he is becoming rich on the use of their capital. This case has not yet been reported to the steamship company, as it is desirable to obtain further evidence.

BAGGAGE

Passengers both alien and citizen are overcharged on *each piece* of baggage on docks. The established rate (within a five mile radius) for express charges, is 40 cents for each piece of baggage. Affidavits on file disclose the fact that a systematic overcharge of ten cents and upwards is made by baggage "checkers" on *every piece* for the above distance.

A special investigation of the methods of employees of the different express companies having the privilege of baggage transfer on the various trans-atlantic steamship docks, was conducted as follows. A number of cabin passengers arriving on steamers on the ——— ——— ——— and ——— lines, were selected quite at random and interviewed. It was found that each and every passenger, who checked baggage for transfer to the various railroad terminals or ferries, was uniformly overcharged from 10 cents up on each piece of baggage.

Whenever possible, without inconvenience to the travelers, affidavits were obtained and are on file. In every instance the distance for delivery was within a radius of five miles. Express companies who have the privilege of baggage transfer on the docks have a special agreement with the steamship companies, whereby a concession from the legal rate on hand-baggage is supposed to be

allowed within the five mile limit, but instead an overcharge on the highest rate is made.

The customary rule is, that when a steamer arrives the express company having the baggage transfer privilege assigns a number of so-called "checkers" to solicit and check baggage within and without the custom lines. Each "checker" checks the baggage and collects charges from the passenger, giving a numbered receipt, without, however, having the amount collected noted thereon. Half of this receipt or check is retained to be attached to the baggage, and an entry is then made on the tally sheet, on which he is supposed to enter the charge collected, but the amount noted on the tally sheet never shows any charge above the legal rate. This is amply substantiated by comparing the charges cited in affidavits with the figures on tally sheets as reported by checkers to their respective employers.

The above facts are corroborated by a case against a certain transfer company, tried before the commissioner of licenses, when the manager of the said company set up a defense that his tally sheet showed no overcharges, and that if any overcharges had been made, it was without the knowledge and consent of the express owner, such overcharges being retained by the "checkers." In this instance the manager claimed that he had since discharged the "checkers" against whom complaints had been lodged and investigated by the custom authorities. He made restitution of the overcharge.

The "checkers" as a rule receive no salary, but are paid 25 cents per hour, when actually employed on the docks. At this rate of compensation these men would be unable to make a living wage, inasmuch as they are unable to work more than three or four hours on the arrival of a steamer, and on not more than two steamers a day. These conditions tempt them to extort excessive charges, which no doubt often amount to a considerable income. It would appear that express owners are aware of these illegal practices, but they apparently acquiesce, otherwise they would be unable to obtain competent help to handle baggage at the prevailing rate of compensation. The "checkers" do not appear to be conscious that they are violating any ordinance or agreement, as this extortion has been carried on for years without interference.

An illustration of an excessive overcharge is shown in the case of a passenger for whom a certain expressman checked thirteen pieces of baggage; ten pieces of which were to be delivered from foot of ——— street, where the steamer docked to the railroad at foot of ——— street, *a distance of only two blocks,* for which the amount collected was $8.50, or $4.50 in excess of the legal rate. The other three pieces were to be delivered to an address in ——— street, which is also within the five mile limit, for which the charges were to be collected on delivery.

Another instance was the case of a passenger on the ——— Line docking at foot of ——— street. Nine trunks and two valises were checked, through a certain express company to ——— street ferry, which is within the five mile limit. The charges under the special arrangement between the express and steamship companies should have been 40 cents per trunk and 25 cents per valise, or a total of $4.10. The checker collected $5.35, overcharging the passenger $1.25.

In interviewing passengers, care was taken to ascertain that the apparent overcharge was not given to the checker as a gratuity.

The men employed as checkers could not undergo a rigid character investigation. They do not work exclusively for one express company, but go from dock to dock and hire out their services, as occasion demands, with the result that the system of overcharging is about uniform without distinction as to employer.

It is proposed to request that a conference be called by the Commissioner of Licenses, in order that through his co-operation this Bureau may develop some plan by which the employment of so-called "checkers" may be regulated, and that they may be properly paid by their employers.

ILLEGAL REVENUE

Some idea of the enormous revenue realized on commissions and overcharges on tickets, baggage, telegrams, and money exchange may be obtained from the report of the landing agent at Ellis Island for the year 1914, which announces that 735,741 persons were landed at this port by transatlantic steamers during the past year. Of these, 288,592 *were cabin passengers,* and it may be authoritatively *stated that each of these was overcharged from ten cents upwards on every piece of baggage,* from 25 cents to $1 on telegrams, and from 2 to 25 per cent on exchange of foreign currency before leaving the docks. Of this number 167,972 were second cabin pas-

sengers, and it is from this class that the great revenue on exchange from "third class" to first class prepaid railroad orders is derived. *Adding to these overcharges on baggage, telegrams, money exchange, runners' fees, cab fares and hotel charges and we are confronted by an alarming total in this form of extortion and fraud.*

A total of 447,329 steerage passengers arrived at this port during the same period; many of these were forwarded by railroad direct from Ellis Island via immigration trains, but the greater proportion entered the city through the barge office, and there the jurisdiction of the Federal government over them ended. It is this class of immigrant travelers who fall a prey to unscrupulous runners for immigrant hotels, porters, hackmen, confidence men, real estate impostors, and others before mentioned, and it is these who, even when placed directly on trains at Ellis Island by immigration officials, are thereafter exploited by news agents, lunch agents, and others.

An alien on his second trip to this country informed the writer that, although he had purchased abroad a prepaid railroad ticket "third class" through to his destination in Oregon, and had boarded the immigrant train at Ellis Island, that after leaving Chicago, an agent came through the cars and *demanded and collected* an additional $10, and he was powerless to remonstrate. This information discloses another field for investigation too remote to be within the jurisdiction of this Bureau.

REAL ESTATE SCHEMES

Millions of American dollars accumulated by thrifty immigrants are sent out of this country every year for safe keeping in foreign banks, instead of being invested in farms, for the reason that large numbers of aliens are annually defrauded and deceived by unscrupulous land and real estate agents in the manner described in the following complaint, written in French and here literally translated.

To the Bureau of Industries and Immigration:

We, the undersigned, ask assistance in a case where the interest of a number of European immigrants is involved.

Attracted by flourishing newspaper articles that appeared in the French newspaper, ———, of which we herewith attached a copy, we were tricked into buying real estate, and are therefore compelled to ask for your assistance. You may also find this article in the ——— of June 28, 1914. We were told by the agent, who showed us illustrated circulars, that the colony was in paying prosperity, and therefore agreed to purchase the acres at $3.75 each. Most of the people purchased 10 acres each. According to the plans, the place in which we bought this real estate was a city of streets, avenues, stores, etc. A city with all modern improvements. In order to encourage us to buy the land, we were promised that the company would guarantee us work at the rate of $2.50 to $5.00 per day for the men, and $1.50 to $2.00 per day for the women and children. On arriving here we found the truth.

There is not a single stone of the promised city, not even a street or a house. The ground is nothing else than a waste plain and near the river Columbia. On this ground we expected to find trees, but, however, there was no sight of any such thing. The nearest city is ———, about 30 miles from here. There is only one train per day, and no doctor. In case of accident it would take three hours before medical help could arrive. In addition, the land is infested with poisonous serpents, of which we kill a number every day. As far as the plantation is concerned, there is none, and the nearest crop we may expect to have will be in June, 1915, and not before that. All the seeds we planted dried out. The heat in this country is 105 to 115° F.

All our complaints to the company were unanswered, and we have no documents to show that we are the owners of the real estate. We have no work, and for the few days we worked we were not paid. We have no resources, as we paid to the company all the money we had, and in addition we had to pay our railroad fare to here, which cost $150 per couple. We just learned that a second expedition of 20 families will be shipped on August 30, and we hope for the good of our countrymen that you will take steps to prevent their leaving New York.

The company in order to fool the prospective buyers that their mission was a philanthropic one, has a man wearing a ribbon of the order of "Legion d'Honneur" at the head of this scheme.

We would respectfully ask you to take up the matter with the company that we have placed in your hands a complaint against them which you will bring before the courts, in case they refuse to pay us our money before the first of August, 1914.

Kindly inform us what you have done in the matter to the following address:

——————,
—————— County, Washington.

The principal address of the company is:
—————— Land Company,
—————— Building,
——————, Minnesota, U. S. A.

Very respectfully,

(Signed):

——————,
——————,
——————,
——————,
——————,
——————,
——————,

Again under date of September 14, 1914, the following letter was received:

I regret to say that I was obliged to leave Berrian, where by the way, I was not paid. I have placed the matter in the hands of an attorney in ——————, who till the present could not get anything. My personal claim amounts to $514.25. I have written to all my friends who signed the letter that you have received, and they can tell you all the details of the subject.

Yours very truly,

(Signed): ——————,
——————, Cali.

I did not have any letters from you since September 13, in my case against the ——— company. All other (complainants?) have left here for San Francisco. Nothing else new. I beg you to inform me as to the standing of my case. Could I obtain the refund of the deposit of $25? If I can get that sum, I would on account of the necessity waive all other claims.

Kindly let me hear from you without delay.

Very truly yours,

(Signed): ——————.

This is only one of the pathetic stories of hundreds of honest and industrious foreigners who come to the United States with their life savings, intending this country to be their place of future residence; neither is this case cited as an isolated instance, as the testimony in the Bureau files abundantly illustrates.

Investigation of the above mentioned complaint developed that this company was known as the "——— Land Company" of ———, Minn., with a New York office at ——— Broadway,

which, as our inspection proceeded, was finally abandoned. The agent in charge, who had posed as a French clergyman in order to further deceive his victims, absconded to Mexico. Communication with the main office in Minneapolis was productive of no result; but as this was out of our jurisdiction, the case as far as this State was concerned, was necessarily closed. We assume credit, however, for having dispersed the band of swindlers in this city.

The organization of a Federal Bureau as a clearing house for interstate complaints of this description would appear advisable. It might very well be considered in connection with the establishment of the proposed Federal employment bureau and could indeed be made an integral part of it, as in practically all of these swindles a promise of work is advanced as part of the consideration. Similar schemes have been discovered, investigated, prosecuted, and closed out of business by the Bureau during the past year with objective points extending from Cuba to the Pacific coast.

HOTELS

Railroad ticket and baggage agents refer alien passengers to certain immigrant hotels in order to obtain commissions; the passengers are then overcharged to meet these conditions, are misinformed as to the departure of trains and often delayed for one or two days in order to compensate the hotels for the outlay of these commissions. The following illustration will suffice to demonstrate the nature of these transactions.

A woman arrived recently second class, en route to Kansas. She had five children, the eldest ten years of age, the youngest a few months. She was released by the custom's officials on the dock at about 5 P. M. A fast train was leaving for her destination at 9 P. M. via the Erie Railroad; yet she was informed that there were no trains that night and a certain immigrant hotel was recommended to her. She was taken to this hotel by its runner, was overcharged for a cab, overcharged on each piece of baggage, charged $8.25 for one night's lodging, and finally placed her on a train at 2:35 the following day, thus adding seven hours to the length of her journey on a slow train encumbered with five children. When the complaint in the case reached this office, the transaction had already been con-

sumated, but the statement of the indignant passenger after learning how she had been deceived, was taken by an investigator, who boarded her train to obtain the evidence.

GENERAL CO-OPERATION OF PUBLIC DEPARTMENTS

Through the cordial co-operation accorded by the collector of port, the surveyor of the port, the commissioner of licenses, and the police department, the activities of all of the aforementioned ticket agents, baggage agents, runners, expressmen, confidence men, etc., have been curtailed to an extent heretofore unknown.

The surveyor of the port has ruled that each applicant for an annual custom house pass is required to obtain a runner's police license before his request for an application blank is granted; upon receiving this application he is required to appear in person at this Bureau for identification and endorsement before his annual pass will be issued.

The police department has likewise required all applicants for a runner's license to obtain the approval of this Bureau and to appear in person for identification before a license will be issued by the commissioner.

The commissioner of licenses has ordered all applications for licenses for public porters, hackdrivers and expressmen to be submitted to this Bureau for approval* and identification before licenses are issued, and also that notification of revocation of all licenses be furnished for our files.

The commissioner of licenses has under consideration a new city ordinance drafted by this Bureau that will confer entire jurisdiction of licensed runners, porters and kindred regulated occupations upon his department; the provisions of this ordinance when in operation will so clearly define, and so strictly regulate the activities of these persons, that their control will be greatly simplified. The only existing ordinance regulating the activities of these persons was enacted 70 years ago and provides for transportation of baggage *only by wheelbarrow or handcart.* There are upwards of 75 public porters operating in the vicinity of the Grand Central station at the present time. Imagine the spectacle, if the law were to be technic-

*A total of 633 such licenses were approved by the Bureau in the present report year.

ally enforced, of 75 porters with 75 wheelbarrows arrayed in front of this terminal?

Therefore, under the jurisdiction of the surveyor of the port, the police department, the commissioner of licenses, and the Bureau of Industries and Immigration, all classes of persons who formerly were under the jurisdiction of but one of these departments, now find themselves under a multiple surveillance, and conditions at all docks, ferries and terminals are immeasurably improved and will continue to improve, for the reason that any infraction causing the revocation of either a license or a custom's pass will render the offender utterly useless to his employer, whether he be working for a hotel, express company or railroad. The revocation of one privilege automatically renders the possession of the others useless.

Consequently, these men, who for years have violated the law with impunity, now face upon conviction of any charge the certain loss of their means of livelihood.

BOGUS MEDICAL "INSTITUTES" IN NEW YORK

Cases on file in this office disclose the fact that certain physicians not only resort to unethical advertising methods, but also employ fraudulent schemes whereby they are enabled to extort large sums of money from unsuspecting immigrants and aliens. It is deemed advisable to give a general outline of these methods, and also a brief history of several cases on record in this Bureau, which will fully explain the system employed by these supposedly reputable physicians.

A sumptuous office is usually fitted up and an imposing trade name is adopted. Advertisements in the foreign language press, and circulars in all languages, distributed throughout the immigrant sections of the city call attention to the "wonders" that the institute has accomplished in the medical world. Moreover, the circulars are so worded as to create the impression that the institute is a charitable organization and that the fee, if any, is nominal. It announces broadly the fact that advice and consultation is "absolutely free," the only charge being for medicine, or for examination and treatment, with medicine included. The following is a partly quoted circular, typical of the one circulated by such institutes or doctors:

Dr. ————, and Dr. ————, returned after years of practice in the medical clinics, hospitals and universities where they practiced with the best known professors, specialists in Europe, viz: Vienna, Berlin, London, Rome, Budapest, etc. * * * This great specialist will give advice free to all men, women and children. Come and see, free of charge, the greatest medical office and the best and most wonderful electrical and magnetic machines for the cure of the sick and the newest invention in the world. We accept only the sick who, after a thorough examination, can be, in our opinion, cured. We immediately tell incurable patients not to spend any money in any attempt to cure themselves as it would only be a waste of money. * * * That is why we give consultation and advice free. In this manner we have established an honest reputation and an extensive practice * * *. First class professors, physicians and specialists in the city have opened this splendid office for the cure of wealthy and poor by newly invented machines never yet used anywhere else * * *. Our magnetic machines cure diseases of women without the necessity of operation, thereby saving thousands of women from the surgeon's knife * * * Physicians having patients whom they are unable to cure, should apply to us for advice and consultation, for which no charges will be made * * *. Do not waste your time, money and health with any doctor who cannot understand your disease, but come to our celebrated professors, who will cure you * * * Hundreds of suffering men and women are coming from every part of the State to be examined free of charge by the greatest X-Ray machine in America.

These circulars induce many unsuspecting immigrants who are ill to appear at the office for "free" consultation and advice. What happens there is most interesting and illustrates one of the greatest frauds perpetrated on ignorant humanity.

The applicant is ushered into a private office. To comply with the law a registered physician, under whose name the institute operates and who is very often only an instrument in the employ of an unregistered financial backer, in addition to two or three interpreters, all representing themselves as physicians, take the patient in hand. He is placed before a large machine of complex appearance that conveys the impression to the ignorant immigrant of being costly and almost miraculous, and is examined by the two or more interpreters, who dramatically and with apparent emotion inform the patient that he is suffering from some dreadful disease, which if longer neglected, will result in death. The patient becomes alarmed and agrees to pay any price for a cure, which is guaranteed. A large sum is at first requested as part payment, but any amount that the patient has or can obtain is accepted. It is unnecessary to state that the so-called examination and later "treatment" are abso-

lutely without merit, and that unregistered assistants are acting as physicians and "treating" the patient. No prescriptions are given, as the so-called "institute" provides all medicines and medicinal appliances.

Another method of medical advertising for the purpose of gaining the confidence of the immigrant public is as follows: A "museum" is fitted up in a prominent section of the city with an extensive display of physiological exhibits. Upon entering the lobby where the exhibits are "Open and free to all men," the visitor is approached by a person who distributes literature so worded as to make the immigrant suspect that he has the symptoms of some fatal disease, and he is thus induced to consult the "specialist" in charge of the museum, who has his office in the building. Some person in the employ of the "museum" will then attempt to engage the immigrant in conversation, and finally persuade him to believe that he is suffering from a disease requiring immediate treatment. He is then taken to an elaborately furnished office and another person, presumably a physician, interviews him. Here he is invariably informed that he is in the last stages of some serious disease.

Some "institutes" publish newspapers and books that are extensively distributed, describing the marvelous cures accomplished. These papers are distributed in public places free of charge.

It is not uncommon for these "physicians" to resort to forgery, trickery, or any other device in order to obtain the savings of their unfortunate victims. They have been known to take bank books and withdraw entire deposits on such orders. Persons convicted in various cities for similar practices are now operating in New York City.

Several examples of cases on file in this Bureau will explain the methods pursued, and illustrate how healthy individuals are made to believe that they are suffering from horrible diseases and are compelled to pay out large sums of money for fictitious "medical aid" and medicines.

C. D., a Greek laborer, 25 years of age, two years in the United States received a circular in the Greek language, issued by one of the so-called "medical institutes." Feeling somewhat ill, called at said institute for "free" consultation and advice. He was examined and told that he was suffering from a dangerous disease. He was asked to pay $7 for the exami-

nation but only paid $2, all the money he had, and was asked to sign an order for $5 more on a private banker where he had $80 on deposit. It developed that the amount of this order was left blank and subsequently it was made out for $73, which the physician withdrew from the bank. The patient soon found out from the private banker that his bank balance was $7, as all the other money had been withdrawn.

This Bureau succeeded in obtaining the return of the money.

Mrs. C. B., a widow of Valhalla, was also induced by a circular to call at one of these institutions. She was examined by an Italian interpreter who represented himself as the physician in charge. He told her that she was suffering from a serious disease and guaranteed a cure within six months for the sum of $75. Mrs. C. B. paid $30 down and during several visits thereafter paid $60 more. After being attended at this "institute" twice a week for two months, she was informed that the disease from which she was suffering required treatment by another "institute" which specialized in similar diseases. Mrs. C. B. stated that she would not pay any further sum and they agreed to return the $75 she had already paid the other "institute." She was informed that a check for that sum had been paid and she was taken to the other "institute." There she was informed that she would have to pay another $75 inasmuch as the previous check was not good. She paid the money again, and after several visits, as she had derived no benefit and thereafter went to a free dispensary where she was informed that she was not suffering from any disease whatever. This Bureau succeeded in obtaining the refund of $150.

Mrs. F. F., an Italian widow called at one of the institutes after receiving one of the circulars and was told that she was suffering from a serious mental disease, and for $40 they would guarantee to cure her. She paid $40 and was given some pills. She called there several times and was treated by a man who had never studied medicine or who not even registered as a physician. Not having obtained any relief, she called in a private physician who informed her that her case was diagnosed incorrectly, and that she was not suffering from any mental disease. This Bureau succeeded in obtaining the $40.

P. U., a Polish laborer, three years in the United States, called in reply to a newspaper advertisement which he read in the foreign papers. His case was diagnosed and they guaranteed to cure him for $75 within three months. He paid $37.50 and agreed to pay the balance when cured. P. U. requested a written guarantee, which they promised to give him later. He was induced after several visits to pay $10 more on account. He finally became seriously ill and was confined to his bed for fourteen days. He telephoned to the "professor" of the institute to call, which he refused to do. He then went to Bellevue Hospital, where he was told his case was diagnosed incorrectly. The Bureau succeeded in obtaining the refund of the $40.

Cases of this description prompted the Bureau to make an investigation of the practices of these "institutes," "museums," and

"doctors" in the city of New York. These investigations are not yet completed, but we have already succeeded in obtaining sufficient data to convince us of wholesale fraud, gross exaggeration of ailments, extortion, etc.

Two investigators disguised as immigrants called at a certain "institute" which had distributed circulars and were examined by an unregistered "physician" who charged $2 for the examination. The investigators were told that one of them was in the last stages of consumption, and unless immediately treated, would not live longer than one month. The institution guaranteed a cure for $50. These investigators, before going to the "institute," were examined by the department of health physicians, and after leaving the "institute," by a private physician, and were found to be in perfect health. The Bureau succeeded in having all the money collected from a large number of complainants returned to them and the proprietor has since discontinued the entire business.

One of these so-called "professors," who was not a registered physician, confessed and disclosed some valuable information in a statement to this Bureau which in part asserts, that before examination, the patient is asked to undress in an ante-room and there his clothes are searched for bank-books, money, etc., so as to enable the person examining him to judge how large a fee to demand, and also that every prospective patient, after examination, is invariably told that he is suffering from some dangerous ailment.

It is almost impossible to gather the necessary evidence for conviction against these so-called "institutes" without a reasonable financial outlay. We have, however, succeeded in every instance in securing the required evidence. The Bureau has called the attention of the Medical Society of the County of New York to some of these complaints, but this society is also handicapped, we were informed, by lack of funds.

These fraudulent "institutes" should be prosecuted, but to do this, it is necessary to obtain legal evidence, and the co-operation of the State Board of Medical Examiners is essential and desirable.

Thousands of people, especially immigrants, are daily victims of these human leeches practicing under the protection of the title "M.D." One "institute" which through our efforts was entirely disbanded had an enrollment of about 14,000 "patients."

CONDITION, WELFARE AND INDUSTRIAL OPPORTUNITIES OF ALIENS

Section 153, of chapter 514 of the Laws of 1910, as amended, states that, "the Commissioner of Labor shall have the power to make full inquiry, examination and investigation into the condition, welfare and industrial opportunities of all aliens arriving and being within the State. He shall also have power to collect information with respect to the need and demand for labor by the several agricultural, industrial and other productive activities, including public works throughout the State."

This Bureau during the year 1914 made 694 inspections of labor camps, and the investigators of the Bureau made inquiry and examination into the condition and welfare of the aliens working in these different camps. During the year letters were sent to the different highway contractors, etc., reading as follows:

DEAR SIR: Under the provision of chapter 514 of the Laws of 1910, as amended, this Bureau is conducting investigations into the living conditions, the manner of housing and the conditions surrounding the employment of aliens and foreigners in the labor camps throughout the State.

In order to proceed with the investigation, this Bureau respectfully requests your reply to the following questions:

1. The locations of your camp in which aliens are employed, the nearest railway stations, and post office.
2. The approximate number of alien workmen in each camp.
3. Is the work in these labor camps now in progress, or if not, when do you expect to start?
4. If the agreement for commissary and sleeping privileges has been let, kindly give the name and address of the person holding such agreement. Your early attention to this matter will be greatly appreciated.

Very truly yours,
(Signed) Chief Investigator.

The reports of the investigations were examined, and when these reports showed that certain conditions existed that should be changed letters were sent to the different contractors, boards of health and other departments, calling attention to the conditions that were repugnant to public health and welfare. Of such letters 1,120 were sent during the tour of labor camp investigation. Furthermore, 445 camp schedules were referred to the Department of Education at Albany and these schedules showed the number of aliens employed and also called attention to the necessity of establishing schools at the different labor camps. (See table, page 266.)

Section 153 of chapter 514 of the Laws of 1910, as amended, also contains the following language: "To gather information with respect to the supply of labor afforded by such aliens as shall from time to time arrive or be within the State."

The annual report of the Commissioner General of Immigration discloses that during the fiscal year ending June 30, 1914, the number of immigrant aliens admitted into New York State was 344,663, of this number there were 6,433 professional, 69,886 skilled, 179,682 miscellaneous, and 88,662 no occupations (including women and children), as follows:

Professional:	
Actors	644
Architects	177
Clergy	315
Editors	136
Electricians	363
Engineers (professional)	930
Lawyers	175
Literary and scientific persons	338
Musicians	674
Officials (government)	185
Sculptors and artists	362
Teachers	1,096
Physicians	234
Other professional	804
Total	6,433
Skilled:	
Bakers	1,839
Barbers and hairdressers	1,724
Blacksmiths	1,520
Bookbinders	331
Brewers	70
Butchers	1,446
Cabinet makers	122
Carpenters and joiners	5,054
Cigarette makers	21
Cigar makers	148
Cigar packers	333
Clerks and accountants	6,961
Dressmakers	4,684
Engineers (locomotive, marine and stationary)	493
Furriers and fur workers	510
Gardeners	434
Hat and cap makers	598
Iron and steel workers	402
Jewelers	200
Locksmiths	1,103
Machinists	644
Mariners	2,315
Masons	2,363
Mechanics (not specified)	823
Metal workers (other than iron, steel and tin	339
Millers	250
Milliners	973
Miners	599
Painters and glazers	1,697
Pattern makers	12
Photographers	185
Plasterers	87
Plumbers	252
Printers	623
Saddlers and harness makers	260
Seamstresses	6,774
Shoemakers	4,590
Stokers	420
Stonecutters	267
Tailors	14,859
Tanners and curriers	124
Textile workers (not specified)	66
Tinners	436
Tobacco workers	26
Upholsterers	126
Watch and cloak makers	384
Weavers and spinners	658
Wheelwrights	78
Wood workers (not specified)	82
Others skilled	1,881
Total	69,886
Miscellaneous:	
Agents	438
Bankers	194
Draymen, hackmen and teamsters	359
Farm laborers	63,223
Farmers	2,592
Fishermen	201
Hotel keepers	201
Laborers	53,231
Manufacturers	247
Merchants and dealers	8,646
Servants	45,248
Other miscellaneous	5,102
Total	179,682
No occupations, including women and children	88,662

Section 153 of chapter 514 of the Laws of 1910, as amended, also states, "to investigate and determine the genuineness of any application for labor that may be received and the treatment accorded to those for whom employment shall be secured."

When the Bureau receives an application for labor, the record of the application is made and the applicant is referred to either the Federal Agricultural Bureau, the Municipal Employment Bureau, the State Employment Bureau, or other philanthropic agencies. The bureaus to which these applications are referred then make a thorough investigation of the application and treatment accorded to those for whom employment is secured, and if a complaint is afterward received to the effect that the alien has not received his wages, or has been mistreated, the matter is immediately referred to this Bureau, and investigation is made. The Bureau also co-operated with the employment or immigration bureaus conducted under the authority of the Federal government or by the government of another state, and also co-operates with public and philanthropic agents designed to aid in the distribution and employment of aliens. During the year 361 requests for work and cases under this classification were thus referred.

Section 153 of chapter 514 of the Laws of 1910, as amended, contains the following language, "and to devise and carry out such suitable methods as will tend to prevent or relieve congestion and obviate unemployment."

In compliance with this section of the law this Bureau co-operates with the different foreign consuls and also with the different employment and immigration bureaus. If the alien has worked on a farm he is sent to the Federal Agricultural Bureau, Division of Information, and if he is a mechanic he is sent to some bureau able to furnish him with a position.

LABOR CAMPS

Consideration of the subject of labor camp inspection in its relation to the regulation of housing and sanitation has heretofore been extensively considered only by the Commission of Immigration and Housing of California and the Industrial Commission of Wisconsin in addition to the work accomplished by this Bureau.

The report of the California commission for the year 1914 is

based on a total inspection of 900 camps in that state "involving the sanitation and improvement of the living conditions of 62,000 men" as against 240 camps involving 14,407 men in 1913.

The Bureau of Industries and Immigration of New York State follows this record closely with a detailed inspection in 1914, of 694 camps involving the living conditions of 57,324 men, of whom 30,697 or 53 per cent were aliens, as against the investigation in 1913 of 183 camps capable of accommodating 20,237 men, of whom 11,211 were aliens.

The conclusions deducted, therefore, by California and New York should serve as the basis for a reform of conditions that are equally deplorable wherever this mode of housing prevails.

COMPARATIVE NUMBER OF EMPLOYEES AND ALIENS ON THE 689 LABOR CAMPS INVESTIGATED

	Number of camps	Greatest number of employees	Number of aliens	Percentage aliens
Highways	128	6,418	4,663	73
Mines and quarries	116	12,334	6,290	51
Canneries	131	12,896	5,718	44
Brickyards	119	8,651	4,135	48
Barge canal	28	4,639	1,690	36
Railroads	149	3,180	2,030	61
Fertilizers	4	479	174	36
Aqueducts	10	5,135	3,412	66
Miscellaneous (aluminum, disposal, cold storage, paper mill)	4	3,292	2,385	72
Total	689	56,924	30,497	54

The industries maintaining permanent housing facilities for their employees are, canneries, mines and quarries, brickyards, aluminum works, cold storage plants, disposal works, paper and pulp mill.

Temporary camps are maintained by contractors on the Barge canal, railroads, aqueducts and all public works.

Permanent Camps

Canneries.—As a basis for sanitary requirements in all labor camps, the Industrial Code as compiled for canneries has been used for maximum recommendations.

These requirements have placed the sanitation of living quarters controlled by the canning industry wholly within the jurisdiction of

the Industrial Board, but recommendations to employers in all other industries have been exceedingly well received.

Objections to Bureau recommendations from employers, contractors and railroads have been negligible in numbers and taken as whole as unworthy of note. While the general situation in labor camps is lamentable, the disposition of employers appears to indicate a desire to improve conditions.

In a special report to the Industrial Board on each individual canning factory inspected, details of existing conditions are minutely described.

Brickyards.—Brickyards maintain permanent camps where conditions are most wretched. The negro quarters are particularly insanitary. Superintendents appear to be indifferent. Shanties are so dilapidated that rain pours into the rooms in such quantities as to make cooking impossible. They are infested with vermin. The bedding is indescribably filthy. As these laborers pay for their accommodations the companies should be obliged to maintain cleanliness. A special report on brickyards discloses the following:

In a certain brickyard the bunks are in three tiers with only about two feet of space between each, so that the men cannot sit up but are obliged to crawl inside and this condition exists while there is plenty of room in the shanty to have all bunks in one tier. It was explained that originally there was a large dining table in the shanty and they were short of space. The bunks were built during this (1914) spring.

In most of the shanties a large part of the space was occupied by large coal stoves, not always in good condition. The heat was intense while the stoves were burning. It was suggested that they arrange a cooking place outside. In most cases it would not have caused any considerable expense. "They're from the South and like it hot," said one foreman. Most of the windows do not open.

There was an apparent indifference on the part of the brickyard operators as to the living conditions of the negroes and they should be compelled to put the shanties in good condition, to supply the men with clean bedding, and bunks, and insist upon them being kept clean. Should there be any contagious disease in any of the yards it would most likely become epidemic on account of the horrible condition of the living quarters of the negroes, who freely mingle with the other laborers at work, in the saloons, etc.

It is stated that the town health authorities have never given any attention to the shanties of the negroes, as they were considered only temporary dwellings.

In many yards 14 and 15 year old boys begin to work at 4 a. m. It was invariably asserted by the superintendent that from 4 till 8 they employ a

man to the "yarding," and that the 14 year old boy begins to work at 8 a. m. However, every brickyard foreman admitted that *"in the yards of his neighbors,"* the yard boys start at 4 a. m. Some of the boys were questioned, but they are instructed to deny these statements, and generally, whenever a yard was approached, a number of youngsters would run away before one could descend to the water-front. Yard superintendents where no boys under 16 years are employed at any time, stated that the section of the Labor Law is violated because it is very hard to catch the boys working between 4 and 8 a. m. The foremen considered this section unjust, as they claim that "the boy gets up anyhow at 4 a. m." A yard boy earns $1.25 a day, but a boy over 16 wants more money and would not work for that wage.

It is also stated that "to edge up" brick the workman must walk between rows of brick in a lane only 3 or 4 inches wide, and a boy can walk there easier, having small feet, that the "edger" must stoop down to get the brick on the ground and that the taller the worker the lower he has to stoop. However, all this can be overcome and has nothing to do with the enforcement of the law as it stands and it was noticeable that while old employees are usually large, strong men, the younger ones, are mostly small in stature, although they have "old looking faces." It was stated that this was due to the fact that they are obliged to begin work at 4 a. m. when they are only 12 and 14 years of age, so that they do not obtain the requisite sleep for a growing child. These facts were especially noticeable at the yards at Glasco.

In many yards brick turned out in the morning cannot be put in "hacks" for drying, being too soft, and in these cases the "hacking" of Saturday's brick is done on Sunday. It usually requires 30 men to work 3 to 5 hours, thus depriving them of one day's rest in seven. It was stated that in every yard work is performed on Sunday, either to accelerate shipping or to be ahead with the work. Some kilns require six days to burn the brick, others, however, require seven and when on account of any rush, kilns are started on days other than Monday, men are required to work around the kilns on Sunday.

Not one brickyard out of the 17 inspected, whether the property of a corporation or not, paid wages weekly, some paid regularly every two weeks. The laborers, however, are satisfied with payments every two weeks. All corporations are now receiving orders from the Labor Department to pay wages weekly. In one yard employing 90 men, 40 were aliens and about 10 colored.

Mines, Quarries and Brickyards.—All these maintain largely permanent housings facilities, and therefore should be obliged to adopt a definite standard of construction and maintenance.

The permanent camp maintained by the Aluminum Company of America, at Massena, N. Y., may be commended for its model housing facilities. Investigation of these premises discloses:

For the family men two story houses are furnished and for the single foreigners one story shanties with separate rooms, accommodating from two to three men in each room. Iron beds are furnished by the company and no

bedding belonging to the laborers is allowed in the rooms. A medical inspector visits the houses each day to inspect the sanitary conditions of the shanties occupied by the single men.

Model camps may be found on the New York aqueduct system at Ashokan, Yonkers, and Staten Island, and conditions at Mineville, N. Y., demonstrate the feasibility of modern sanitary housing facilities.

Permanent camps are also maintained by railroads, and those of aqueduct camps may, in some cases, be classified as permanent, as they are maintained in the same location for periods of five years and upwards, and are under the jurisdiction of the sanitary engineers of the board of water supply.

Temporary Camps

Suggestions are frequently requested for sanitation and construction of camps, and in the case of railroads our correspondence discloses an effort to effect immediate revision of conditions.

At the end of the labor camp season the railroad situation was taken up with representatives of the various companies with the result that they have begun to thoroughly overhaul all box cars to be used next season and have offered, in the case of two of the most important systems in the State, to have an investigator from this Bureau accompany the engineers in charge, on a tour of inspection at the beginning of the camp season.

Communications from this office requesting an expression of the intention of railroads to endeavor to improve the living conditions of their alien employees during the coming year, have elicited responses of which the following will serve to illustrate the disposition evinced by practically every railroad in the State, and which assures an unprecedented improvement over former conditions for next season. The employer in every instance appears to realize the economic value of the health of the laborer just as kneely as the State realizes the economic burden of the public charge.

The following is from a letter of Principal Assistant Engineer A. J. Neafie of the Delaware, Lackawanna & Western Railroad:

As a large percentage of our camps have been discontinued for the winter, except our camps on the Cut Off in the state of Pennsylvania, and as we have very few men at this time of the year, there would be very little progress made from an investigating standpoint covering camps over our system at

present. However, at this time of the year we arrange to make preparation for our labor camps for next year's installation. I would like very much in early spring, when these camps are installed and everything is in shape, to have one of your representatives accompany me and inspect the labor camps over our system in New York State, and to go into the question covering the condition of the camp when located, the method we adopt in preparing these camps, the condition of the camps at the time the men are placed, the arrangement that we make with the men to properly maintain them, taking a record of each of these camps as to the conditions, so as to eliminate any question as to complaint during the summer. I think this would eliminate a large percentage of the complaints covering these camps.

The things to do is to get this matter lined up for next season and have the camps carefully inspected as they are installed, and have your inspector who accompanied me over the system make a report on each of these camps or houses.

In an interview with Mr. A. T. Hardin, Vice-President of the New York Central & Hudson River Railroad, on July 20, 1914, the following facts were developed:

It was decided to abolish the box car camp at Harmon. The New York Central is erecting at different places, where camps are maintained, concrete one-story houses for this purpose, but the intention is to discourage the permanent camp, owing to its demoralizing effects upon the laborers, except where it is necessarily distant from any housing facilities in a town.

The New York Central Railroad depends, at present, entirely on Italians for construction work and division foremen, and is greatly handicapped by their illiteracy. Advancement is open to these men if given elementary instruction in English. The road is willing to co-operate with the Department of Labor to improve the condition of its laborers and will facilitate any scheme for introducing educational facilities. This, however, must be along special lines adapted to railroad construction, tools, nomenclature and phrases, and would require a specially trained corps of instructors. The railroad would send a man at first to accompany teachers, gain the confidence of the men and show them the advantages of the proposition, also to act as an interpreter. An Italian-American would be preferred wherever possible, although that is not a necessity.

The company considers that some religious services would be exceedingly beneficial to men living in camps and would willingly give the use of one of the shops at Harmon, or in other locations,

for lectures or stereopticon views, or any educational or religious work. These men if literate are eligible to promotion at salaries ranging from $75 to $85 per month, and the company is anxious to aid in developing educational facilities and not only assures this Department of its co-operation, but of its assistance in any practical way.

Defects in all varieties of camps may be reduced to the following conditions: No facilities for garbage disposal, no toilets, drainage bad or no drainage, insufficient air space and overcrowding, no drinking water, no bathing facilities, no laundry facilities, no windows or insufficient windows, surrounding grounds unclean, vermin, cooking, eating and sleeping in the same room or car, shanty in need of repair, windows boarded or closed during the day or permanently closed, no fly screens, wooden bunks in tiers.

Box Cars

In examining box cars for housing laborers, it has been discovered that the man employed by the railroad company to clean the camp, usually follows the laborers to the tracks and loafs during the entire day instead of performing the work for which he is paid.

Where a commissary is responsible for lodging laborers, said commissary should be obliged to maintain the premises under his care in a clean and sanitary condition. All commissaries for railroads charge laborers a fixed amount of rent for lodging in box cars that are supplied free by the company, therefore they should be compelled to keep these quarters clean, and to maintain a separate car for cooking and eating purposes.

A gradual improvement is taking place in box-car equipment, and many old cars are being destroyed each year. Recommendations this year to the various railroads by this Bureau in connection with box-car equipment have included installation of iron bunks, a separate cooking and eating car, painted or kalsomined walls, painted floors, licensing of all commissaries by this Bureau, regular weekly disinfecting and washing entire interior of car, iron gratings on windows to prevent necessity for closing during the day, discontinuance of sleeping in the commissary store car, windows in cars increased in number and size and screened.

Recommendations for Labor Camps

The co-operation of the State Board of Health, the State Highway Departments, all railway systems and all individual contractors is essential to success in the regulation and sanitation of labor camps. Under the present regulations of the State Board of Health concerning labor camps, a permit as to location is first issued by the local officer. Sometime later this Bureau is informed by the railroad, contractor, or other employer that a camp has been established at a certain place, and an inspection is made by the Bureau investigator after schedules are arranged. The contractor, railroad company, or other employer is thereupon notified if any violation exist and recommendations for improvement are made.

The new sanitary code established by the Public Health Council of the State of New York, chapter 5 on labor camps, throws the entire burden of responsibility for enforcing sanitary conditions, as far as the Board of Health is concerned, on the local health officer. That this system has been entirely inefficient in the past is demonstrated by the fact that during the inspection of 689 labor camps by the Bureau during 1914, 303 cases disclosed violations of practically every provision of the sanitary code. The new chapter taking effect January 1, 1915, creates no better system of inspection than that heretofore provided because local health officers are frequently physicians in towns remote from the camp, and chapter 5 does not provide for any system of inspection, does not establish any minimum rules, does not provide any penalty for violations, does not provide for any manner of enforcement, except through a local health officer.

As has been disclosed through investigations conducted by this Bureau, the condition of labor camps in brickyards, more than those in any other industry, demonstrates the utter inefficiency of the local health officer and the local town boards as allies of the State Health Department. These local authorities are either woefully ignorant or deliberately negligent of their duties.

Regulation 6 states that a permit may be revoked for cause by the local health officer or the State Commissioner of Health "after a hearing." Although it may seem arbitrary to give the health officer power to revoke the permit without a hearing, nevertheless it would appear that in many cases it may become necessary to im-

mediately revoke the permit, and great harm could be done by waiting for a hearing in the matter, for conditions in the camp might become so dangerous that to continue the camp would become a menace to public health, and in a case of this kind the local health officer should be given absolute power of revocation.

Regulation 7 states that it shall be the duty of the owner, manager, foreman, etc., of the camp to detail *one person,* and that this person shall be responsible for the sanitary conditions of the camp. There is no reason why the owner, manager or foreman of a construction camp should escape liability by shifting the responsibility for the sanitary conditions of the camp to some other person. It is proper to detail a person to look after the sanitary conditions of the camp, but it seems that the manager, foreman or owner of the camp should be held responsible, for under the wording of regulation 7 the manager, owner, etc., of the camp could place any one person in charge and this person would be held responsible. This regulation would be stronger if it made the owner, etc., of the camp, responsible for the person in charge being a proper person.

Regulation 18 states that "the person in charge of the camp" shall enforce regulation 6, chapter 2, of the sanitary code. Regulation 6 of chapter 2 states that this person, having knowledge of any person affected with any disease *presumably communicable,* shall report conditions to the local health officer and that the report shall contain "all facts relating to the illness and physical condition of the affected person." This appears to be an impossible requirement for a person in charge of the camp unless he is a physician or knows something of medicine.

Regulation 19 states that it should be the duty of *"the person in charge of the camp"* to immediately "isolate the affected case." Unless it is possible to place a physician in charge of each and every labor camp, there should be some rule or regulation requiring competent persons, such as visiting nurses, to make frequent inspections of these camps. No mention is made in the sanitary code of penalties for any violation, but the penalty is fixed by the Public Health Law, nor is there any mention of the number of visits a public health officer shall be required to make to the different camps. All of which makes chapter 5 particularly ineffective.

It is therefore urged:

1. That the State Board of Health shall co-operate with this Department to the extent that certain definite rules and minimum regulations in relation to sanitation and housing of laborers shall be formulated, and that such rules be complied with by all applicants for a permit to maintain such labor camp within the State of New York *before such permit is issued,* and that a copy of said application be sent to this Bureau upon receipt by the State Board of Health.

2. That the total capacity of shanties and cars, where laborers are lodged, be required to be posted on the outside of each car or shanty for the information of investigators, as most inspections are made during the day time, when it is difficult to obtain evidence of overcrowding.

3. That commissary agents shall be compelled to post the price of their goods in their stores so that immigrants can ascertain the cost of provisions before making purchase.

4. That perishable goods be kept in a cold place and storekeepers be obliged to protect their wares from flies and other contamination.

5. That this Bureau be empowered to enforce previously issued recommendations within a specified time when living conditions are found to be unsanitary.

6. That all commissary store-keepers be licensed by this Bureau under the same provisions as lodging house keepers; by this method they could be compelled to sell provisions at regular market prices and to comply with sanitary requirements under penalty of revocation of licenses.

A commissary store if properly licensed and regulated need not necessarily be an evil, in fact it may be a benefit to the laborers who, at the end of a hard day's work may be enabled to purchase their supplies at the camp, and on credit, when any other procedure might well be a hardship.

The following recommendations as to contruction and location of permanent camps are made:

Site.—Should be dry or be properly drained. Should be substantially free from trees. Should be remote from breeding places of mosquitoes.

Shacks.—Four hundred cubic feet air space per occupant. Preferably

divided into rooms with two cots each; every man to have his own bed which preferably should be made of metal. Building to be tight, constructed of tight matched boards or covered with water-proof paper.

Permanent ventilation on ridge, preferably of louver type, about ¼ square feet per occupant. Windows should contain at least 3 square feet of glass per occupant, and doors at ends of corridors should have glass lights. Distance between shacks should be equal to at least height of shack to ridge. Plans should be filed with responsible authority.

Water.—Should be satisfactory in quality as shown by bacteriological and chemical analysis before approval and its continued purity should be provided for by frequent inspection and analysis. Quantities should be sufficient at all times. Storage should be guarded against contamination.

Disposal.—Solid wastes should be incinerated. Liquid wastes should be treated by means of cess-pools, septic tanks, filters or chemicals according to local conditions.

Food Supplies.—Sources should be inquired into. Especially in the case of milk, tea and green vegetables. Screen all storage places.

Sanitaries.—Number must be adequate, allowing one seat to every 20 inmates of camp. Should be within reasonable distance from each house and not so placed as to menace a water supply. Houses must be fly proof.

Medical Attendance.—Hospitals should have capacity of 1 per cent of working force and 600 cubic feet of air space per bed. An isolation room should be provided.

Stables.—Should be at least 150 feet from dwellings. Floors should be graded so as to avoid accumulations of water, and this drainage collected in tight cess-pool. Manure should be removed daily.

Fumigation.—Bull pens at least once a week. Boarding houses weekly. Family houses in which some boarders are kept every two weeks. All other houses once a month.

STATE CAMP SCHOOLS

Hearings before the Committee on Education of the House of Representatives of the Sixty-third Congress, second session, on illiteracy in the United States, developed the fact that there are (census of 1910) over 406,00 illiterates in the State of New York, that over 254,000 of these are in New York City, and that 96 per cent. of the illiterates in New York City are foreign born.

The result of an experiment conducted by the Board of Education in a factory in New York City demonstrates that an illiterate factory worker "can become literate in twelve weeks; that is to say, in 60 hours, at a total cost to the employer of the wages for 60 hours." Therefore, what can be accomplished in a factory for a factory worker can undoubtedly be accomplished for a laborer in a box car or a camp, *at the cost of 60 hours' work to the employer and an exceedingly small cost to the Department of Education.*

The subject of alien illiteracy and of organizing schools in connection with labor camps throughout New York State was taken up with the State Department of Education by the Bureau of Industries and Immigration in May, 1914. Plans were made by the former Department for the development and supervision of such schools by its Division of Vocational Schools and for the appointment in that division of an inspector of such schools. A civil service examination for such an inspector has lately been conducted, and thus the project is already well launched and at the end of another year will have been sufficiently tested to have developed the necessity for and feasibility of the entire project. During the camp season of 1914, lists of 445 inspected camps were forwarded to the Division of Vocational Training giving the following information: Kind of camp, principal nationalities of the laborers, the number of men employed, location, date of completion, nearest school.

CLASSES FOR ALIENS IN NEW YORK CITY

The city of New York through the local educational department is doing much to abolish alien illiteracy through its night schools, but night schools will not meet this necessity as illustrated by the census figures on illiterates in this city. Abolition of illiteracy must be begun in the factory, the mill, and other industrial centres, *during the day;* the alien laborer cannot or will not attend night schools, and it is the unskilled laborer who must be reached. By rendering him literate a new world is unfolded to him. On him is bestowed that greatest of all gifts, the ability to help himself. The State owes this duty to him in return for his economic value to the State.

In consideration of the necessity for the abolition of alien illiteracy in New York City and State it would appear to be an urgent recommendation:

1. That every school in New York State remain open 12 months in the year.

2. That the ten month year, five day week and five hour day be abolished, and that vacations for the teaching staff be arranged to take place successively as in other departments.

3. That class periods be arranged in double sessions for all grades, thereby creating a double capacity for each school.

4. That compulsory school attendance for a minimum of 60 hours be made a mandatory requirement for every illiterate alien over 16 years of age acquiring a residence in the State of New York.

With appropriations unavailable for additional schools, the present building should be utilized to their utmost capacity. The popularity of vacation schools testifies to this necessity.

The State of New York can and should solve every important problem of the illiteracy menace. From the ranks of illiterates spring many of the criminal, degenerate and unemployed classes. Therefore it is imperative that we use our available resources to their utmost capacity. The open school for every work day in the year is as necessary as the open fire house, hospital or police station.

The organization of ungraded classes in public schools became a recognized necessity fourteen years ago. There are now 215 of these classes in New York City, but as yet no statistics have been compiled showing the percentage of children of foreign birth or parentage in these classes. Such statistics should be available. In one class with a registration of only 16, there are 4 children of foreign birth, 3 Italians and 1 English. In another four-fifths of the registration is alien or of alien parentage, and in the lower East Side schools those of alien extraction apparently predominate. From a eugenic point of view, these statistics might show a close relationship with those compiled by the department of charities, hospitals and correction.

UNEMPLOYMENT

As the Legislature has enacted a law providing for the oganization of a State Employment Bureau, the consideration of unemployment comes, strictly speaking, within the jurisdiction of that Bureau. Moreover this subject has been so exhaustively considered by Federal, State and municipal organizations that any discussion of it in this report could not propound information of either practical or statistical value. It would appear, however, that the problem is not one capable of immediate solution, any more than the situation has been one of immediate development.

Unemployment and the unemployable are so closely related that

it would appear, in order to prescribe a remedy, that the underlying reason should of necessity be analyzed. The startling situation of to-day cannot be adjudged to be the result of any immediate causes. It cannot be traced to any such recent developments as the trusts, the rate decision, the tariff or the war. The diagnosis must reach before and beyond into the realms of the heredity of the bulk of our population and particularly of our foreign population.

With the unemployable we must necessarily link the public charge, and the study of immigration statistics from 1820 to 1914, inclusive, a period of 95 years, shows the number of feeble-minded, insane, epileptic, diseased and generally unfit who have been admitted to the United States, under bond and otherwise, to be the principal and contributory cause of the serious situation with which this State is confronted to-day.

DEPENDENT AND DEPLORABLE ALIENS

Subdivision 4 of section 153 of the Labor Law directs that:

> The Commissioner of Labor * * * shall * * * secure information with respect to such aliens who shall be in prisons, almshouses and insane asylums of the state, and who shall be deportable under the laws of the United States, and co-operate with the federal authorities and with such officials of the state having jurisdiction over such criminals, paupers and insane aliens who shall be confined as aforesaid, so as to facilitate the deportation of such persons as shall come within the provisions of the aforesaid laws of the United States, relating to deportation. * * *.

Recent investigations and public reports have made it perfectly clear that the State of New York is carrying an enormous expense for the care of dependent or delinquent aliens in hospitals, insane asylums and prisons. The evidence of this may easily be found in the reports of the State Board of Charities, Hospital Commission, Superintendent of Prisons and Special Commission on Alien Insane (which reported in 1914) and of the Committee on Inquiry in the Department of Health, Charities and Bellevue and Allied Hospitals appointed by the Board of Estimate and Apportionment in New York City.

It also seems to be very clear that this burden is largely the result of failure to properly exclude those defectives aliens, or aliens likely to become a public charge, who are excludable under the immigration laws. To one phase of this matter this Bureau

has given special attention this year and offers some direct evidence of the failure of exclusion provisions of the existing law. This has to do with the admission of excludable aliens under bond.

During the year 1912 there were admitted by the immigration officials to the United States, under bond, 914 aliens, of which 716 or 78.3 per cent. were destined to the State of New York. In 1913, 678 were admitted, of which 381 or 56.2 per cent. were destined to New York; and in 1914, 905, of which 595 or 65.7 per cent. were released to destinations in New York State.

It has been estimated that probably not over 5 per cent. of these bonds have ever been enforced, and were they enforcible, the damage to the future welfare of the State would still be incalculable. One paragraph of the statement prepared by the chairman of the Committee of the Conference on Dependent Aliens called by the New York City Chamberlain on August 11, 1914, reads as follows:

> The Rules and Regulations provide for an evasion of the Immigration Law which expressly prohibits the entrance of certain undesirable persons into the United States. This evasion is accomplished by the making of bonds under the terms of which, limited indemnity may be exacted from persons giving bonds, should the excludable aliens become public charges after entrance is accomplished. *Such bonds are seldom enforced, are usually worthless, and even if enforced, leave the excludable alien a burden on the commonwealth, or a social menace, which in the case of the mentally defective classes, cannot be estimated in terms of money.*

Between July 1, 1914, and October 1, 1914, there were admitted to destinations in New York State under bond 190 aliens, of which 55 were on public charge bonds, 46 were on public charge and school bonds, 13 were *feeble-minded,* 1 was *insane,* 1 was *imbecile,* 66 under various bonds deportable within one year, and 8 under various bonds deportable within six months. An investigation conducted by this Bureau of these 190 cases developed the following facts. (1) that correct names are not given on bonds; (2) that the bonded alien is sent out of the State and city; (3) that correct addresses are not given; (4) that the persons to whom the aliens are consigned immediately move away, leaving no address and cannot be located; (5) that names are changed and the bonded aliens placed into institutions; (6) that the terms of bonds are violated; and (7) that in one case the bonded alien was a

cripple, unable to work, and the father of the family was also a cripple.

The cases of the above 15 feeble-minded, insane and imbecile aliens admitted under bond to this State were specially investigated by this Bureau and the reports thereon are as follows:

1. *In case* 98628/258—Owen, Teresa, 40, f. Irish. P. C. bond. *Insane.* Has been released to her husband and is cohabiting with him, with what disastrous results to posterity and the economic future of the State of New York, no one can foretell. *She is a menace to the welfare of the State and should be removed and segregated pending removal.*

2. *Case* 98628/416—Pesse Pitum, 9, f. *Imbecile.* P. C. bond guaranteeing departure within one year and to be placed in an institution prior thereto. *Has not been placed in an institution as required by the terms of the bond. Terms of bond should be enforced.*

3. *Case* 98626/700—Reich, 6, m. Austro-Hebrew. *Feeble-minded.* P. C. bond to depart within one year. *Father unemployed. Bond should not be renewed. Should be deported. Not receiving treatment.*

4. *Case* 98626/724—Brosonskas Franciezek, 45, m. and son, 5, m. *Feeble-minded.* P. C. bond to depart within one year. *Should not be renewed. Should be deported. Not receiving treatment.*

5. *Case* 98626/918—Castellino, Vittorio, 35, f. *Feeble minded.* To depart within one year and *in meantime to be placed in an institution.* This woman has been released and at date of investigation, December 11, 1914, was cohabitating with her husband. *The release of such a case cannot be too extravagantly condemned from a eugenic and economic point of view. This woman is considered a menace to the welfare of the State, and should be removed and segregated pending deportation. Terms of bond have been violated.*

6. *Case* 98626/918—Moses Zalkowski, 56, m; Sore, f., and Sosie, 20, f. *Feeble-minded. The feeble-minded immigrant has not been placed in an institution in violation of the terms of her bond. She is of marriageable age and therefore is a menace of the welfare of the State of New York and should be removed and segregated pending deportation. Bond should be forfeited.*

7. *Case* 98628/276—Peche Czernjawakaja, 16, f. Russian-Hebrew. *Feeble-minded.* P. C. bond to depart within one year. *Bond should be forfeited. Terms of bond have been violated, inasmuch as the immigrant has not been placed in an institution. She is of marriageable age and therefore a menace to the welfare of the State of New York. Should be removed and segregated pending deportation.*

8. *Case* 98628/311—Kozewska, Ester, 22, f. *Feeble-minded.* P. C. bond to depart within one year and to be treated in an institution meanwhile. Investigation disclosed that the immigrants had moved to an address unknown. This is a frequent practice among bonded immigrants and is a decided menace to the community. *Bond should be forfeited in all such cases and warrants issued, but this procedure would not reduce the danger of the admission of a feeble minded female of marriageable age to the community. Should be removed and segregated pending deportation.*

9. [illegible] minded. [illegible] institution. [illegible] has she [illegible] therefore [illegible] be [illegible]

10. [illegible] to depart within one year [illegible] of bond [illegible] tion. [illegible] tion. She is [illegible] munity.

11. [illegible] minded. [illegible] diagnosed [illegible] munity. [illegible] deportation.

12. *Case* [illegible]—Gross, Concetta, 17, f. Italian. [illegible] P. C. to depart within one year. [illegible] no way of tracing immigrant [illegible] as this immigrant is a menace to the community.

13. *Case* [illegible]—Abraham Ali, 16, m. Turk-Syrian. [illegible] P. C. to depart within one year and placed meanwhile in an institution. [illegible] has been violated. Immigrant has left this State so this Bureau is not further concerned.

14. *Case* 98628 153—Di Rito, Concettina, 13, f. [illegible] P. C. bond to depart within one year, September 6, 1914, to Domenico Di Rito, [illegible] Warren street, Yonkers, N. Y. *Has been deported.*

15. Di Pasquale, Francesca, 13, f. *Feeble-minded.* Italian. P. C. bond to depart within one year, in meantime to be treated in institution. *Has been deported.*

From the foregoing, it would appear that the practice of admitting insane, feeble-minded and imbecile aliens into the State of New York should be unconditionally condemned. The records of the departments of charities, correction and hospitals in this State are a vigorous protest in themselves against the ever-increasing burden of responsibility for the care of such aliens and their progeny, and this burden is yearly increasing as a result of the action of the Federal government in admitting aliens, who, upon release, immediately violate every provision of the ineffectual bonds upon which such admission is often fraudulently and surreptitiously obtained.

The Bureau of Industries and Immigration hereby recommends:

1. *That all of the insane, feeble-minded, epileptic and imbecile aliens, now released under bond within the State of New York shall*

be recalled, maintained at the expense of the steamship companies, or by the Federal government, segregated, and deported.

2. *That the Secretary of Labor shall in future protect the State of New York against the admission of the insane, feeble-minded, epileptic, imbecile or any aliens afflicted with any loathsome or contagious disease, by absolutely refusing admission under bond or otherwise to any of these prohibited classes to destinations within this State.*

ACCIDENTS

All complaints concerning industrial accident cases in New York State are now referred to the Workmen's Compensation Commission by this Bureau; complaints are taken in the language of the complainant, are then translated and application blanks filled out for non-English speaking aliens applying for this assistance.

Many complaints in accident cases have been received from non-resident aliens particularly from the mines of Pennsylvania. These complainants have endured much hardship to secure the means to come to this city, in order to file complaints at this Bureau, and the majority of their cases are extremely pitiful and heart-rending.

The utmost that this Bureau can accomplish for these unfortunate people is to take the complaint and refer it to a bonded attorney in the nearest town to their place of residence. In the majority of cases the fact develops that this bonded attorney is counsel for the defendant company, and therefore cannot take the case.

EMPLOYMENT AGENCIES

New York City

Employment agencies in New York City were formerly inspected by this Bureau once a year. By agreement with the Commissioner of Licenses, the records as required by section 155 of chapter 514 of the Laws of 1910, are now added to his inspection reports and any violations are reported to this Bureau by him.

It is hereby recommended that section 155 of chapter 514 of the Laws of 1910, as amended, providing for the keeping of certain records be repealed. Chapter 700 of the Laws of 1910, as amended, gives full jurisdiction to the Department of Licenses in New York City, to obtain all information necessary for statistical purposes.

The extraordinary co-operation which has been accorded to this Bureau by the Department of Licenses has resulted in speedy hearings being arranged on all complaints referred to it and fines, revocation of licenses or refunds being ordered on conviction. Cases against employment agencies in the past year number 33 violations and 172 complaints covering non-return of fee, misrepresentation and other miscellaneous abuses. A letter of the Commissioner of Licenses of December 11, 1914, states that:

> An inspection of employment agencies just completed shows but a few of the agents who are not keeping the alien records provided by your Department. The entries are now being made in the registers used for applications for employment, and inspectors have been requested to report in writing every time they visit any agency whether or not these records are being kept. We hope by this means to keep the records up-to-date.

Buffalo

Improvement of the employment agency situation in Buffalo may also be reported. Through the co-operation of the Mayor's Commissioner of Licenses and the activity of the Bureau investigations the law is now being observed by every employment agency in that city.

Complaints against employment agencies in Buffalo during the year 1914 numbered 26 violations and 134 cases and have covered every form of exploitation. Violations by several contract labor agents were particularly flagrant, involving in one complaint misrepresentation to 86 alien laborers who were shipped to an out-of-town destination, abandoned and left without food or means of return transportation. This case was tried by the Commissioner of Licenses and the district attorney of Buffalo, on its presentation by the Bureau of Industries and Immigration, and the respondent is now complying with the law.

The employment agency law of the State of New York has certain provisions for the protection of its foreign born population. It requires that licensed agents shall post in their places of business certain sections of the law in the English language, and the language "best understood by the majority of applicants" doing business in such places. It provides that agents shall issue such receipts to applicants, which contain certain sections of said law in a similar

manner as the said posters. The contract forms for out-of-town positions must likewise do justice to immigrant applicants for employment, by being printed in a language which the holder of such contract will understand. While enforcing the Labor Law with reference to employment agents the practice was followed to report violations of the employment agency law, if any of the above parts of said law were involved, to the Commissioner of Licenses of Buffalo. This procedure secured, comparatively speaking, a certain degree of success.

Rochester

The city charter exempts Rochester from the employment agency law, section 635 of said charter reading:

> Certain acts not to apply. The provisions of Article 5 relating to pawnbrokers, Article 6 relating to junk dealers, and Article 11 relating to employment agencies of Chapter 25 of the Laws of 1909, known as the General Business Law, etc., etc., * * * and all acts amendatory thereof, and supplementary thereto, heretofore and hereafter enacted, do not apply to the City of Rochester, which is governed, controlled and regulated in respect to several matters by the provisions of its charter. Chapter 575 of the Laws of 1907 and amendments thereto now or hereafter enacted.

Under section 86 of said charter the common council has the power to adopt ordinances for the regulation of employment agencies. On December 10, 1907, an ordinance was passed, which went in force on January 1, 1908, regulating such agencies.* It was introduced and adopted and is very similar to the State law.

Rochester, with a population of about 220,000, having industrial activities that employ a large number of immigrants, needs a rigorous supervision of employment agents. There are at present seven licensed agents, but in the Italian section a number of Italian saloonkeepers furnish railroads, highway contractors and canal contractors with unskilled Italian laborers. There is also a permanent Polish colony in Rochester from which laborers are furnished to contractors.

On receipts from two agents is printed chapter 700 of the Laws of 1910, a law which has no force in Rochester, while on another receipt the ordinance is printed in part without mentioning the fact that this is a copy of an ordinance of the city of Rochester. Ignor-

ant foreigners will not readily understand their rights against employment agents with such inadequate information about the city ordinance, which contains important provisions for their protection. None of the agents inspected have copies of this ordinance posted in their offices, nor have they contract forms, such as are required.

The organization of the State Employment Bureau will no doubt create a considerable deficiency in the business of employment and contract labor agents, particularly in such cities as Buffalo and Rochester.

The 1914 report of the Commissioner General of Immigration contains the following:

> Many complaints reach the Bureau regarding the perpetration of injustice and fraud by private employment agencies engaged in interstate business. In order to protect applicants for employment from such injustice and fraud and guard the public welfare, public and private employment agencies doing business in more than one State should by Federal laws be placed under the supervision of the Department of Labor.

This recommendation is hereby endorsed by this Bureau, as many cases on file in this office disclose all of the abuses entailing loss of money, physical suffering and privation quoted in the report of the Commissioner General under date of June 9, 1914.

During the year 1914, there were 365 violations registered against employment agents, 55 of which were interstate cases involving men who were shipped to places in every section of the United States, and who were stranded and obliged to endure all the hardships described in Mr. Powderly's report. Cases against two agents alone involved 137 men, and it is reasonable to suppose that many men were shipped whose complaints never reached this Bureau. Men were shipped to Columbus, Ohio, Boston, Mass., Wheelerville, Pa., Baltic, Conn., Franklin, Va., New London, Conn., Chambersburg, Pa., South Norwalk, Conn., Calumet, Mich., Monroe Bridge, Mass., Asbury Park, N. J., and points in North Carolina, Indiana, South Carolina, Colorado and Michigan.

IMMIGRANT LODGING HOUSES

Immigrant lodging houses in New York City are inspected once monthly under the provisions of section 156, subd. 4 of chapter 514 of the Laws of 1910, as amended. The definition in the statute of

an immigrant lodging house is exceedingly broad, and could be applied to any first-class hotel equally as well as to a two or three room tenement apartment.

It is recommended that this entire section be further amended as per suggestions rendered by the Commissioner of Labor to the Factory Investigating Committee.

In New York there are present 65 and in the Western District 41 licensed immigrant lodging houses.

IMMIGRANT HOMES

In New York City there are 39 immigrant philanthropic societies, and in Brooklyn 4, with 2 institutions doing a guide service business. Monthly reports are required from all alien institutions showing the total number of inmates handled during the previous month.

The abnormal conditions existing at present present a high contrast to the figures submitted in normal times.

Employees in a few of these institutions have at times been found to be improper persons. An instance recently brought to the attention of this Bureau involves an employee of one of the most prominent of these societies, in the practice of shipping alien seamen and charging exorbitant fees and bonuses in connection therewith. This case has been submitted to the Federal authorities.

Immigrant societies having lodging accommodations for which they make a sustaining charge and who employ guides who charge a fee for services should be licensed. Many institutions so charging immigrants conduct a profitable business and are in no sense philanthropic.

The majority of these institutions are, however, truly philanthropic, the most conspicuous organization in size and scope being the Hebrew Sheltering and Immigrant Aid Society, probably the most highly organized charitable institution in the world. The Society for Italian Immigrants, the Austrian Society, the Hungarian Relief Society, the Home for Scandinavian Immigrants, the Russian Society and the Travelers Aid Society are all doing important work in their various spheres.

COMPLAINTS

In the matter of handling complaints presented to this Bureau the precedure involves interviewing the complaint by one of counsel, translation of complaint into English, and if an amicable settlement cannot be effected by the Bureau, the complainant is immediately referred to the department or agency having jurisdiction. All complaints referring to banks, interpreters, lawyers, notaries, steamship ticket agents, and white slavery, disclosing an element of fraud, are investigated and the result of the investigation submitted to the proper authorities. (See section 153, subd. 5, chapter 514 of the Laws of 1910.)

By arrangement with the Legal Aid Society, the Police Department and the Bureau of Licenses, duplicate complaint cards of cases referred are returned to this Bureau with the disposition of the case noted thereon, thus completing our records of final action by the Department having jurisdiction.

The classification and disposition of complaints on all subjects is as follows:

Subject of complaints	*Disposition of case*
Accidents	Refer to Workmen's Compensation Department, in New York State, and to bonded attorney out of state.
Aliens in prison	Secure information with respect to such aliens who shall be in prison, almshouses, and insane asylums of the State, and cooperate with proper authorities. (See Sec. 153, Subd. 4, Chapter 514 of the Laws of 1910.) Where aliens claim to have been unjustly convicted refer these cases to Prison Association.
Banks	State Banking Department. (See Sec. 153, Subd. 4, Chap. 514 of the Laws of 1910.)
Baggage	Arrange with express companies for tracing system.
Deportation	Refer to State or Federal authorities having jurisdiction.
Domestic relations	Refer to Legal Aid Society or Domestic Relations Court.
Employment agencies	Refer to Department of Licenses.
Frauds	Refer to district attorney or Legal Aid Society.
Interpreters	Refer complaints to proper authorities.
Immigrant lodging houses	Investigate and enforce law.
Immigrant societies	Investigate and refer to proper authorities.
Labor camps	Investigate and refer to proper authorities.
Lawyers	Refer to district attorney or bar association.
Lost immigrants	Trace or refer to Police Department.
Notaries	Refer to district attorney or to Secretary to the Governor.
Runners, hackmen and porters	Refer to Bureau of Licenses or Police Department.
Steamship ticket agents	Refer to proper authorities.
Wages	Refer to Legal Aid Society if amicable settlement cannot be effected.
White slavery	Refer to proper authorities.
Miscellaneous	Refer to proper authorities.

All assignments and complaints covering the following subjects are investigated by the docks and ferries squad consisting of four special trained investigators: Hotels and immigrant transfer houses, steamship and railroad tickets, baggage, money exchange, hackmen, porters and runners, shipping of coal passers, seamen, etc., telegraph agents.

INSPECTIONS

Daily schedules of assignment and inspection work are prepared and daily reports rendered, so that any investigator can be practically located at all times.

Scope. The inspection work as organized for the Eastern district from New York north to the Canadian border and west to Syracuse includes: Bootblack parlors, docks and ferries, employment agencies, expressmen, Greek coffee houses, hackmen, immigrant homes, immigrant lodging places and hotels, labor camps, lawyers, notaries, philanthropies, porters and runners, real estate, railway stations, steamship lines, steamship ticket agents, transportation.

Distributing agencies for immigrants were formerly not inspected, and immigrant societies once yearly; at present the work of inspecting these two activities is correlated and inspections are made once monthly. Monthly reports of the number of immigrants handled by each are required.

Immigrant lodging places, hotels and transfer houses were formerly inspected once yearly. At present all within Greater New York and Buffalo and its suburbs are inspected once monthly, and in isolated sections at intervals. Monthly reports of all immigrants handled are required from all immigrant hotels and transfer houses.

All terminals are covered by daily inspections, and the importance of this work for the protection of arriving and departing immigrants cannot be exaggerated, as it is at these points that they are exploited by hackmen, runners, porters, expressmen, confidence men and other agents. The arrival and departure of every passenger steamer carrying aliens is covered, and investigators are governed in this matter by the New York Herald shipping chart and wireless service.

Coastwise Steamers.—Inspections are made of all steamers belonging to the following lines (coastwise steamers) in order to

observe conditions of the rooms used exclusively by immigrants: Ward Line, Pier 13, East river; Savannah Line, Pier 35, North river; New York & Hudson Steamship Company, Pier 43, North river; Fall River Line, Pier 19, North river; Lamport & Holt Line, Pier 8, Brooklyn, N. Y.; Old Dominion Line, Pier 25, North river; Providence Line, Pier 14, North river, New York & Cuba Mail, Pier 16-18, East river. In some instances it is advisable that investigators, working in pairs, be assigned to make trips from point to point to observe the manner in which immigrant passengers are handled. Bureau cards are posted on docks and steamers.

Docks, Ferries and Terminals.—During the fiscal year this division made 543 inspections of which number 507 were made of docks and ferries, and 108 of railroad terminals. This work was regularly organized about March first. The inspection of docks and ferries consists of investigation on the arrival and departure of trans-Atlantic steamers, and inspection of ferries where a number of immigrants arriving on railroads and docks outside this State come into New York. The results of these inspections have been a number of successful prosecutions of exploitation practiced on immigrants by various expressmen, porters, and runners, licensed and unlicensed. The systems and number of exploitations have been greatly reduced through the evidence obtained by the Bureau which has resulted in numerous convictions. The following are typical cases:

On April 24th one ——— complained that on April 23d he arrived on the S. S ———, and at Ellis Island was taken in charge by a guide who conducted him to the home of his brother-in-law in ——— street. Shortly after his arrival, a man claiming to be an Ellis Island official called and informed him and his relatives that he was wanted at Ellis Island again to sign certain documents necessary for his final admission to the United States. ——— left the house accompanied by this man, and on the elevated station he was ordered to surrender his identification papers and money, whereupon he gave up his passport, letters and all the money he had in his possession, namely, $60, after which he was abandoned by his companion. Within three days one Frank J. Castellane was arrested at the Battery, identified by a number of similar victims, and shortly afterwards was convicted in the Court of General Sessions and sentenced to a maximum of five years in States

prison. In this case certain private organizations and the Police Department were unable to apprehend this swindler who had been operating for nearly two years. As far as it is known eighteen immigrants were his victims. On receipt of the complaint by this Bureau he was apprehended in about three days.

On April 15, ——— a 17 year old immigrant boy complained that he was defrauded of $30.25 by two unknown men on his arrival in New York on S. S. ——— the previous day. He explained that he had arrived as a cabin passenger and outside the ——— Line dock he was met by two men wearing uniforms, caps, and badges, who placed him on a wagon, one obtaining from him $10 and the other $20.25 to buy as they informed him, a ticket to Madison Street, New York. He was placed on an elevated train near the dock, and there abandoned. Within two hours after the complaint was received by this department one of the men was arrested and later sentenced by the Court of Special Sessions to the reformatory. The other man did not appear again on the docks until three months later, when he was arrested and through the co-operation of the Commissioner of Licenses, the express owner employing the defendant was compelled to make full restitution to the immigrant.

In many cases investigated rapid results were obtained through the co-operation of the Commissioner of Licenses whose assistance has been invaluable. Where conditions required immediate improvement that department has always exercised its ample jurisdiction and this Bureau has always secured prompt action on complaints. Thus the number of porters operating at the barge office was greatly reduced, by order of the Commissioner of Licenses; likewise the number of expressmen operating at the West 23d Street ferry. They are now limited to two men to each wagon, whereas formerly expressmen operating under pretentious trade names, whose sole outfit consisted of one horse-drawn wagon, no office and a telephone call in some nearby saloon, would employ as many as twenty men who received no salary, but worked on a commission basis. These "agents" wear uniforms and gold braided caps and badges, upon which they rely to convince unsuspecting immigrants that they are officials, and after having secured their confidence frequently charge from $3 to $25 for a ferry or local trans-

portation ticket, the correct cost of which should be from three to five cents. These men direct passengers to hotels where they obtain a considerable part of the excessive rate charged by the hotel as commission. Whenever such offenders are arrested charged with operating as public porters or runners without a license, their defense is that they are employees of an express company, and they thereupon produce baggage checks as evidence, and are supported by the testimony of their employer in their favor.

On complaint of this Bureau the Commissioner of Licenses ordered the appearance before him of several licensed express owners operating at these terminals. At a subsequent hearing it was shown that many were using the "express agent" title simply as a subterfuge to operate as porters, runners, etc., without licenses.

The frequent inspections above mentioned enable investigators assigned to this special work on the docks, to familiarize themselves with the various systems of exploitation used, and much fraud is prevented by their presence. Upon receiving complaints they are thus able to locate violators of the law from descriptions given by complainants, or identify them by their method of operating.

ALIEN COLONIES

Eastern Division.—In the Eastern Division Albany has a negligible foreign population with some Poles, Greeks and Turks. Albany is, however, an exceedingly important transfer point for foreigners when Hudson river navigation is open and State contracts are being operated, owing to the fact that the great majority, if not all alien unskilled laborers, who work for the State contractors travel from New York City to Albany by boat.

St. Lawrence county has a large foreign population mostly Hungarians and Poles. These foreigners are mostly employed in the paper and pulp industries, with the exception of those in Massena, where there are a considerable number of Hungarians employed in the aluminum works, and permanent foreign settlements are located in Herkimer, Little Falls, Gloversville, Fonda, Amsterdam, Schenectady and Troy.

Western Division.—In the Western Division there are in Rochester, Italian and Polish; in Syracuse, Italian and Polish; in

Utica, Italian and Polish; in Rome, largely Italian; in Watertown, Hungarian and Roumanian; in Oswego, Italian and Polish; in Geneva, Italian; in Auburn, Italian and Polish; in Geneseo, Italian, and in Batavia, Italian and Polish settlements. Alien colonies exist also in the Western Division at Elmira, Binghamton, Olean, Lockport, Niagara Falls, Lackawanna, Tonawanda and North Tonawanda, Dunkirk, Jamestown and Salamanca.

WORK IN BUFFALO

Next in importance in the State to New York City follows Buffalo with its Polish population of 90,000. During the past fiscal year the activities of the Western Division of the Bureau of Industries and Immigration, in compliance with the requirements of chapter 514 of the Laws of 1910, shows an appreciable increase over last year. At the present time two field investigators, a Polish stenographer and the supervising investigator, recently transferred from the New York office, constitutes the staff of this Division. This, comparatively speaking, small force has command of nine languages.

During the past fiscal year 601 aliens and immigrants speaking 20 different languages have applied for aid and information to this office, of which 237 applied for employment, 173 for legal advice, 165 miscellaneous cases, 13 in naturalization matters, 7 in cases of deportation and 6 for interpretation of the Workmen's Compensation Law. Of these there were 286 Poles, 98 Italians, 67 Hungarians, 42 Russians, 27 Germans, 22 Greeks, 19 Croatians, and the balance of diversified nationalities 52. Applications came from the different parts of the State of New York, and such distant points as Montana, Washington, California and outlying provinces of Canada were represented. This fact alone indicates the great usefulness of the Bureau in disseminating information and advice to non-English speaking immigrants. This Division is recognized by foreigners as a clearing house for advice and information, the importance of which is rapidly growing.

Complaints are under the same classification as in the New York office. The transportation problem and the employment agency situation in Buffalo, fraudulent practices of notaries, interpreters and real estate speculators disclose the same familiar explorations practiced elsewhere in the State.

Conditions at the railway stations of Buffalo were investigated on ninety occasions. An approximate estimate gives under normal conditions about two hundred and five thousand immigrants passing through the city of Buffalo each year, of which [illegible] arrive from New York over five trunk lines and continue their journey to points beyond this city. [illegible] have Buffalo for their destination, [illegible] are through passengers, not transferred from one station to the other, and [illegible] are general travelers. These figures refer to westbound immigrants in a normal year, and do not include east bound travelers, the majority of whom are destined to New York and Boston on their way to Europe. The problem confronting this office is to acquire perfect control over the situation at the railroad station, and to supervise the activity of the many cabmen and expressmen who frequent the vicinity of those transfer points.

The city of Buffalo passed an ordinance on June 11, 1914, regulating public vehicles. This ordinance went into effect July 16, 1914. In accordance with the provisions of this law, all cabmen soliciting on public thoroughfares must be licensed. At the public hearing which was held in the Counsel Chamber of the city, the Bureau of Industries and Immigration recommended that said ordinance should require every licensed cabman to post in his vehicle a list of maximum rates of fare to apply to all parts of the city, and that these lists should be posted in the English, German, Polish, Italian and Hungarian languages. This recommendation was adopted and this office prepared the necessary translations for the city authorities.

Conditions in the immigrant waiting room of the largest station require improvement. The ventilation is poor, seating capacity insufficient, and the sanitary arrangements are bad.

The Bureau is under obligation to many public officials, educators and others for advice and co-operation in the year 1914, which obligation is here greatfully acknowledged.

Respectfully,

MARIAN K. CLARK,
Chief Investigator

COMPARATIVE SUMMARY OF WORK

	1911	1912	1913	1914
Complaints received	515	1,112	2,121	3,482
Requests for information and advice	551	380	798	2,571
Total	1,066	1,492	2,919	6,053
Inspections	1,588	1,821	1,779	†3,522
Thereof labor camps	272	238	185	†689
Thereof lodging places	40	616	448	†1,130
Thereof other	1,276	967	1,146	†1,703
Reinspections	*	501	289	‡
Investigations	749	844	1,838	3,029
Total inspections and investigations	2,337	3,166	3,906	6,551
Names of children of school age referred to School authorities:				
New York City	7,324	13,129	14,150	19,012
Remainder of State	1,045	2,203	2,900	2,073
Total	8,369	15,332	17,050	21,085

*Data not available.
†Inclusive of reinspections.
‡Reinspections included with inspections.

COMPLAINTS	NUMBER OF CASES			
	BOTH NEW AND OLD		NEW CASES IN 1914	
SUBJECT OF COMPLAINT	Total	Thereof settled by Bureau	Total	Thereof settled by Bureau
Labor and living conditions	2,236	1,047	2,034	816
Accidents	155	57	124	36
Contract labor	8	4	.....	.....
Employment agencies	407	105	365	75
Labor camps	409	384	394	355
Wages	1,407	517	1,151	350
Legal affairs	304	148	154	108
Collection agencies	7	4	4	3
Information bureaus	3	2	1	.....
Lawyers and advocates	161	116	129	88
Notaries	33	26	20	17
Transportation	421	324	322	254
Baggage	45	38	37	30
Hackmen	11	4	9	3
Immigrant homes	2	1	2	1
Immigrant lodging places	101	101	101	101
Porters	3	2	3	2
Runners	17	6	16	6
Steamship ticket agencies	236	170	149	110
Transfer companies and expressmen	6	2	5	1
Savings and money	299	172	212	110
Banks	185	127	122	79
Benevolent societies	13	6	9	3
Insurance	38	3	37	2
Loans	60	34	41	24
Money exchange	3	2	3	2
Miscellaneous	1,013	545	760	388
Aliens in prison	11	6	5	2
Assault	9	6	6	6
Deportation	48	16	39	9
Domestic relations	47	25	34	17
Disorderly houses	6	1	4	.....
Extortion	9	4	3	2
Exploitation	3	3	2	2
Frauds	225	104	158	67
Interpreters	9	1	4	1
Larceny	43	34	35	30
Lost articles	90	66	67	48
Lost immigrants	25	14	15	7
Misleading advertisements	16	13	7	4
Partnership	13	11	8	7
Real estate	117	69	81	47
Relief	1	1	1	1
White slavery	13	5	5	1
Other	327	177	286	148
Grand total	*4,322	†2,236	3,489	†1,076

*Includes 3,529 cases in which both parties concerned resided in New York State, 514 in which one resided in this State and the other without, and 279 in which both resided outside of New York State.

†Does not include 176 cases in which money settlements were effected amounting to $4,007.21. Other cases included in the table involved money settlements amounting to $3,034.37, making a total of $7,041.58 in money settlements effected in both new and old cases.

COMPLAINT CASES INVOLVING VIOLATION OF LAW

Subject and Law	Number of Cases: From previous year	New cases	Total
Banks:			
Laws 1910, Chapter 348	5	10	15
Laws 1911, Chapter 393	7	4	11
Penal Law, Section 302	7	7	14
General Corporation Law, Section 22	4	4	8
Employment Agencies:			
Laws 1910, Chapter 514	27	59	86
Labor camps:			
Labor Law	.....	61	61
Industrial code	.....	43	43
Lawyers:			
Penal Law, Section 270	12	16	28
Misleading advertisements:			
Laws 1913, Chapter 590	.....	1	1
Notaries:			
Penal Law, Section 1820-a	8	19	27
Runners:			
Laws 1911, Chapter 540	.....	1	1
City Code Ordinances, Section 329-a	.....	1	1
City Code Ordinances, Section 465	.....	3	3
City Code Ordinances, Section 319	.....	1	1
Steamship ticket agencies:			
Laws 1911, Chapter 578	16	12	28
Penal Law, Section 1563	36	77	113
Lodging places:			
Laws 1911, Chapter 845	.....	101	101
Total	122	420	542

INQUIRIES FOR ADVICE AND INFORMATION

Subject	Verbal requests	Written requests	Total
Accidents	121	62	173
Agricultural opportunities	.....	30	30
Assault	10	3	13
Assistance	.....	3	3
Baggage	.....	10	10
Bankruptcy law, etc.	40	10	50
Banks	.....	6	6
Breach of contract	30	2	32
Contract labor	3	.....	3
Custom duty	.....	1	1
Date of landing	.....	32	32
Deportation	47	10	57
Domestic relations	17	7	24
Educational	4	4	8
Employment	420	34	454
Employment agencies	61	19	80
Farm lands	.....	6	6
Federal immigration acts	47	27	74
Foreign affairs	27	16	43
Frauds	.....	13	13
Information cases in hands of other agencies	45	.....	45
Insurance	.....	3	3
Lawyers	.....	20	20
Legal advice	283	30	313
Loans	20	10	30
Lost baggage	23	.....	23
Lost immigrants	.....	6	6
Medical	4	1	5
Miscellaneous	235	155	390
Naturalization	58	47	105
Partnership	.....	4	4
Passports	.....	1	1
Real estate	118	40	158
Relief and assistance	12	.....	12
Shares of stock	.....	7	7
Steamship ticket agencies	21	17	38
Translations	61	.....	61
Transmission	19	11	30
Wages	131	43	174
Total	1,845	*796	2,671

*Of these 218 came from New York State, 127 from Pennsylvania, 50 from New Jersey, 47 from Ohio, 42 from Massachusetts, 33 from Michigan, 31 from Connecticut, 30 from Illinois, from 1 to 22 each or a total of 130 from 29 other states, and 18 from Canada.

INSPECTIONS

Labor and living conditions	2,203
Employment agencies	27[illegible]
Immigrant homes	1[illegible]
Labor camps	6[illegible]
Lodging places	1,1[illegible]
Legal affairs	15[illegible]
Interpreters in court	11
Lawyers	3
Notaries	138
Transportation	927
Cabmen	24
Distributing agency	7
Docks and ferries	595
Expressmen	1
Porters	3
Railroad terminals	109
Runners	9
Steamship ticket agencies	179
Savings banks	199
Miscellaneous	46
Community study	5
Real estate	3
Other	38
Grand total	3,5[illegible]7

INVESTIGATIONS

Subject	Cases from previous year	New cases	Total
Labor and living conditions	242	1,042	1,284
Accidents	11	23	34
Contract labor	9	.....	9
Employment agencies	43	280	323
Labor camps	4	31	35
Wages	175	708	883
Legal affairs	62	136	198
Collection agencies	4	4	8
Information bureaus	1	.....	1
Lawyers and advocates	50	105	155
Notaries	7	27	34
Transportation	166	238	404
Baggage	6	23	29
Hackmen	3	13	16
Immigrant homes	.....	1	1
Immigrant lodging places	80	.....	80
Porters	.....	3	3
Runners	2	24	26
Steamship ticket agencies	73	163	236
Transfer companies and expressmen	2	11	13
Savings and money	70	139	209
Banks	57	108	165
Benevolent societies	4	2	6
Insurance	.....	9	9
Loans	9	25	34
Money exchange	.....	9	9
Miscellaneous	203	731	934
Aliens in prison	16	.....	16
Assault	2	14	16
Deportation	8	49	57
Domestic relations	16	55	71
Disorderly houses	2	1	3
Exploitation	1	5	6
Extortion	4	8	12
Frauds	53	159	212
Interpreters	6	4	10
Larceny	4	35	39
Lost articles	13	40	53
Lost immigrants	4	9	13
Misleading advertisements	9	8	17
Partnership	6	8	14
Real estate	21	84	105
Relief	.....	3	3
White slavery	15	5	20
Other	23	244	267
Total	743	2,086	3,099

MATTERS REFERRED TO OTHER AUTHORITIES OR AGENCIES

Referred to—	Complaints	Requests for Advice or Information: Verbal	Requests for Advice or Information: Written	Total
Public authorities:				
Judicial	20	15	2	27
Executive:				
Federal	93	163	135	391
State	112	165	13	290
Local	210	63	10	283
Foreign	17	55	41	113
Total	452	461	201	1,114
Private agencies.				
Legal aid societies	811	142	44	997
Attorneys	107	84	56	197
Receivers in bankruptcy	89	20	5	114
Philanthropic or charitable organizations	76	37	37	150
Other	9	63	4	76
Total	1,092	296	146	1,534
Grand total	1,544	757	347	2,648

LICENSING OF LODGING HOUSES

Licenses issued	232
Fees collected	$2,500
Inspections of:	
Licensed houses	487
Exempt houses	507
Other	136
Total	1,130
Rate cards filed	1,680

THE FRANK MEANY CO., PRINTERS, INC., NEW YORK

NEW YORK STATE DEPARTMENT OF LABOR

FIFTH ANNUAL REPORT

OF THE

BUREAU OF INDUSTRIES AND IMMIGRATION

FOR THE TWELVE MONTHS ENDED SEPTEMBER 30

1915

REPRINTED FROM THE ANNUAL REPORT OF THE DEPARTMENT OF LABOR

STATE INDUSTRIAL COMMISSION

ALBANY
J. B. LYON COMPANY, PRINTERS
1916

NEW YORK STATE, DEPARTMENT OF LABOR

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FIFTH ANNUAL REPORT OF BUREAU OF INDUSTRIES AND IMMIGRATION

To the Industrial Commission:

I have the honor to submit the report of the Bureau of Industries and Immigration for the fiscal year ended September 30, 1915.

In order to correct an erroneous impression that has been disseminated and accepted by those unfamiliar with either the four previous annual reports of the Bureau or with the scope of its work, it is desirable to state that *the activities, as provided in the statute, concern chiefly the welfare of the alien population now resident within the state,* and the problem of enhancing the social and economic value of these alien communities to the state.

The Bureau of Industries and Immigration is not invested with jurisdiction over either the admission or exclusion of aliens, but was created by the legislature to *protect, direct and assist* those aliens "arriving and being within the state" and making their permanent residence here *in order that they may become an asset to the state.* The fact cannot be disregarded that the large immigrant population in New York is an important economic factor that if protected becomes an asset, if neglected a liability; and as our native-born children are educated at the expense of the state, so these immigrants, who come to our country with high hopes and pioneer courage, must be educated and trained according to our traditions and directed into our customs and standards of living *for the same economic reasons that these advantages are conferred upon our own minors and illiterates.* Each alien resident, therefore, as he becomes a better producer and consumer, contributes his constantly increasing quota of indirect taxation to the state. In the United States it is conceded that workmen are unit for unit more effective because of the public school system.

New York has an estimated alien population of 3,000,000 which is so closely allied to its industrial, educational, health and social

welfare that the task of regulating the huge problem is a difficult one. In the year 1914 there were admitted to destinations within the state 344,663 immigrants, and during the four preceding years New York received about one-third of the total immigration, or over one-quarter of a million immigrants for permanent residence each year. Although the year 1915 shows a decrease of about 900,000 incoming, the proportion of this number remaining in the state remains the same; the 1915 report of the Commissioner General of Immigration having announced 326,700 arrivals, 95,028 of whom indicated New York State to be their intended future residence.

Thus the number of immigrants arriving at the port of New York during this abnormal period of the world war continues to exceed the earlier immigration, and the predominating number of non-English speaking aliens has vastly increased the problems of protection, distribution and assimilation.

Unless the state provides an agency where immigrants may present their complaints when they have been exploited, defrauded or mistreated, our foreign speaking residents are driven into colonies where they are deceived by their own countrymen and where they never hear the English language spoken. Aliens have come to this Bureau for assistance who, after a residence of twenty-seven years in the country, did not understand one word of English, but whose children had been educated in our schools; such foreign-speaking parents naturally retard the Americanization of their children.

Much has been said and is being written about the elimination of the hyphen and the naturalization of the alien, but little attention has been given *by the state* to the preparation of that alien for citizenship. The elimination of the hyphenated American is as certain a guarantee of preparedness to the state as is the maintenance of a regular army.

"How to obtain your first papers" should be taught and understood in the English language. What folly to advocate such instruction to an alien in a foreign tongue! It is a necessity and a duty for the state to assist in the process of the amalgamation of its alien population and to thus accelerate the development of an American type. This can be assisted *by a thorough preparation for naturalization.* The English nation developed a British

type and England did not become a conquering nation on land and sea until she had developed a pure British type. How much more necessary therefore must education and supervision be to a country where the immigration problem reaches the proportions attained not only in the nation but in the State of New York.

If this proposition is a correct one, if the United States expects to move until it develops an American type, then exclusion should be enforced as long as the accession of the alien born exceeds the native born, otherwise we are clearly moving away from an American type and increasing the national problems of a heterogeneous population. At present we find that less than 50 per cent of our alien population who have been in the country over ten years are naturalized; and only about 35 per cent of those who are here under ten years.

The Bureau has co-operated with all Federal, state and municipal departments, *and is doing work ranking second in importance to none in this state.* This work has increased 600 per cent in the five years of its existence, and it may be considered the clearing house for information to immigrants in the country at large. During the past year requests for advice and information were received from every state in the Union except four.

The present staff consists of nine investigators speaking eighteen languages and various dialects, *an entirely inadequate equipment to handle this great problem, bound up in which is the consideration of practically every important question with which the state is confronted* and including enormous possibilities for good or evil, for economic gain or loss within the next decade. The economic value of an illiterate, unskilled alien laborer to the state has been estimated to be $100 per year; to a literate alien $100 additional value is conceded; and this value increases as his producing and consuming powers are enlarged and decreases as he becomes an unemployed or unemployable factor in our economic system.

Who can doubt, therefore, the wisdom of a state policy that seeks to increase the earning capacity, efficiency, patriotism and economic value of its alien population, when to neglect this problem means added dependency, unemployment, a drifting, incompetent contribution to posterity and an extra financial burden on the

state. Can any more forcible argument be propounded in favor of a state supervision of its immigrant population?

At the present time our industries could not be carried on without the immigrant laborer. He predominates in steel industries, subways, tunnels and highways; in fact, the immigrant does practically all of the common work of the nation. In high power industries the alien laborer receives five times the amount per day that he would be paid in Europe; hence there is an additional reason for educating him into an appreciation of the advantages of a higher standard of living. The civilization of a republic does not necessarily rely on the perennial exploitation of helplessness.

The swindling activities directed against immigrants extend in a descending scale from great corporations to ex-convict petty larceny thieves who skulk about the Barge Office seeking to steal a dime; and from the bogus doctor, with a string of offices and an income of $45,000 a month, collected through an organized gang of foreign-speaking "assistants," to the labor agent, who charges a $25 fee and ships him to some distant point where there is no work, and from where he must walk back from 20 to 100 miles or starve.

GENERAL SURVEY

The fact that immigration has decreased 75 per cent in the year 1915 has not been apparent in the operation of the Bureau, and is only noticeable in our statistics by a slight decrease in the number of complaints received, which numbered 4,601 in 1915 as against 6,053 in 1914. This unimportant reduction, however, provided an opportunity to more adequately cover the work of investigation, which has increased from 6,551 cases in 1914 to 7,528 in 1915. Of complaints, 2,357 involved violations of law and 2,244 required advice and information. Of the 7,528 inspections, 2,160 were case work, 325 re-investigations, immigrant lodging places 1,424, docks and ferries 1,270, labor camps 824, steamship ticket agencies 424, railroad terminals 336, employment agencies 271, immigrant homes 271, miscellaneous 145, evening schools for immigrants 56, banks 11, porters 4, interpreters 3, notaries 2, runners 2. Letters written and received numbered 5,828;

office conferences numbered 1,081, and miscellaneous action was taken in 651 cases.

Of the 4,601 complaints received 2,442 cases were amicably settled, 775 referred to public authorities, 988 referred to private agencies, 231 were money settlements involving $4,747.83 collected for complainants, and 165 cases are still pending.

There were 202 immigrant lodging house licenses issued for which $1,725 in fees was collected and 2,822 rate cards distributed.

The 824 labor camp inspections involved the living conditions of 37,807 employees, of which 18,697 were aliens. These inspections are classified as follows: canneries, 379; brickyards, 180; highways, 138; railroads, 54; quarries, 47; mines, 10; fertilizers, 6; miscellaneous, 5; barge canal, 3, and aqueducts, 2.

Camp schedules numbering 327 were referred to the State Department of Education with information concerning locations where it was advisable that camp schools should be established, involving the condition of 30,323 aliens of nineteen nationalities, namely, Austrian, American (colored), Croatian, French, Greek, German, Hungarian, Bulgarian, Italian, Irish, Polish, Portuguese, Russian, Roumanian, Slav, Syrian, Spanish, Servian and Turkish.

COMPARATIVE NUMBER OF EMPLOYEES AND ALIENS OF THE 824 LABOR CAMPS INVESTIGATED

	Number of camps	Greatest number of employees	Number of aliens	Percentage of aliens
Aqueducts	2	1,895	810	43
Highways	138	7,534	4,614	61
Mines and quarries	57	6,508	3,860	60
Canneries	379	8,547	3,701	43
Brickyards	180	10,709	4,122	38
Barge canal	3	322	64	19
Railroads	54	1,074	739	68
Fertilizer plants	6	1,895	810	42
Miscellaneous (aluminum, disposal, cold storage and paper mill)	5	1,040	560	53
Total	824	37,983	18,679	50

RAILROAD TRANSPORTATION

In the matter of third-class prepaid railroad orders issued abroad and referred to in the 1914 report, it may be stated that the railroad committee of the steamship lines has agreed to discontinue the sale of prepaid third-class railroad orders *to second-class steamship passengers,* thus abolishing, through the efforts of this Bureau, a practice that entailed expense and inconvenience to alien second-class passengers. The methods employed by trans-Atlantic steamship companies in routing railroad passengers holding prepaid orders is to be deplored, and passengers who purchase railroad orders in connection with their steamship tickets through the solicitation and misrepresentation of steamship ticket agents abroad, are still suffering inconvenience and hardship. It is to be hoped that an early adjustment of these matters may correct these evil conditions. The present system of routing passengers who hold prepaid railroad transportation is arranged by "pooling" the railroads, and centraliziation of control is thus vested in the steamship organizations whose agents violate the rights of passengers by this form of discrimination. The only logical way to correct this abuse is to discontinue the sale of all prepaid railway orders by foreign steamship ticket agents, but even a modification of this arrangement with the pooling system eliminated would accomplish a vast improvement in existing conditions.

The fact that a steamship company sells prepaid railroad transportation to second-class passengers through a commercial agreement with the trunk line railroads, and after arbitrarily routing these passengers abandons them to the mercy of the horde of hotel runners, public porters or other ill-regulated persons who are lying in wait to defraud them, is an unpardonable imposition and injustice to these passengers. The steamship company disclaims any responsibility for the safety of its passenger *after leaving the steamer,* but since it has sold him his railway ticket and arbitrarily decided for him over which road he shall travel, *why should it or the railroad over which he is compelled to travel* not assume responsibility for his safe delivery *to that railroad and to his train?* A piece of baggage which is prepaid *is delivered to the railroad and to the train.* There is every reason to demand

that either the railroad or the steamship company *should assume responsibility for the safety of prepaid passengers until they reach their destination.* If this plan were carried out there might ultimately be some logical reason for issuing prepaid railroad orders in connection with steamship transportation, and indeed with some additional concomitants this lucrative form of transportation might very well develop into a system that might actually be commended. As conditions exist at present, the steamship passenger *who does pay and is willing to pay for* what is represented to be advantageous to him, is, on the contrary, obliged to endure untold hardships before completing his journey, as a result of having been persuaded to purchase prepaid railroad transportation.

DOCKS AND STEAMERS

General conditions on the docks at present are improved, but still leave much to be desired. It is necessary, however, to obtain the co-operation of both steamship companies and railroads before any genuine reform can take place, and then it can only be accomplished by drastic changes in the present system of handling passengers. There should be:

1. A clearing house established on all docks under jurisdiction of this Bureau;

2. A new system of prepaid railroad orders, first and mixed class;

3. No routing by landing agents;

4. All through passengers holding orders should be routed by clearing house agent according to trains, not railroads;

5. Porter and bus service by railroads from docks to trains;

6. All money changing and baggage charges O. K.'d by clearing house;

7. Bulletin boards for baggage rates, money exchange and time of trains;

8. Daily notification to this Bureau of consignments of passengers taken from docks by immigrant associations, hotels and steamship agents;

9. Daily diagram to this Bureau of steamship-railroad passengers, showing number, destination, train and railroad.

Under these conditions it would be comparatively easy to develop the advantages of New York as a port of entry over Canadian and southern ports by the extension of a service to all steamship passengers of (1) through fast boat trains; (2) guide service, transfer service, tourist service, and (3) protection to final destination.

MONEY EXCHANGE

Exchange of foreign money is being conducted as heretofore by railroad ticket agents, hotel runners, steamship agents, saloons and baggage agents, and incoming passengers are being systematically robbed, as usual. Although the law provides that a license is required for this form of banking, it is not being enforced and anyone may pursue such exploitation of steamship passengers who has the requisite nerve and capital.

BAGGAGE

During the year a conference was held between the Commissioner of Licenses and the Chief Investigator of this Bureau concerning ways and means of abolishing the abuses practiced by baggage agents and enumerated in the last annual report. As a result it was ordered by the Department of Licenses that signs approved by that department stating legal transfer baggage rates be displayed by each express company operating on the docks; that all charges be collected at a desk and that no "checker" be permitted to collect money from a passenger. This has accomplished a much needed reform and as a result few complaints have come to the attention of the Bureau during the past year. Credit should be given to the express companies operating on the docks for their assistance and co-operation in enforcing these rules.

REAL ESTATE SCHEMES

During the business depression of the past year some so-called "real estate" companies operating under pretentious names succeeded in attracting the attention of unemployed aliens by inserting misleading advertisements in the foreign language press and

through various other channels. These announcements promised employment and offered other apparently attractive inducements for the purpose of obtaining the savings of immigrant applicants. This Bureau received and investigated numerous complaints and finally succeeded in closing a number of these offices, obtaining refunds of some of the money deposited, and saving immigrant laborers thousands of dollars. It is worth while to describe the method employed by these impostors to lure ignorant foreigners and obtain money from them.

An alleged "real estate" firm advertised for a time in the foreign language newspapers as follows:

> Wanted, men of any profession to work in Cuba. Must be industrious and single. Pay $4.00 per day. Apply from 9 a. m. to 4 p. m. at the ..... Company, ... West 23rd street.

This advertisement attracted a number of immigrants who, upon being interviewed by a manager of their own nationality, were told that they could obtain employment in Cuba for four dollars per day, at their own trade; *but that each applicant must deposit* $25 on account of transportation costs, and other expenses. After paying this deposit the immigrant was asked to sign an agreement printed *in English* which he did not understand, and which contained three stipulations: (1) That the immigrant agreed to buy from the said company ten acres of land in Cuba for $4,000; (2) that he agreed to enter the employ of the said company with the understanding that each day that he worked in Cuba for and under the direction of the said company a credit of four dollars would be made on account of the four thousand dollar purchase price, less five dollars weekly for board, which included meals, housing and plain laundry "(no starch)," less his fare, expenses and all other advances made for him or in his behalf thereafter or until the said company was ready to notify him to depart for Cuba; and (3) all labor credit would be based only on the report of the company time-keeper.

This "company" obtained money from hundreds of applicants all over the state during the few months of its existence, and continued to give excuses for delay in furnishing applicants with work from day to day.

On receiving complaints from several alien applicants the Bureau's investigation disclosed that the company had an option on some undeveloped property in Cuba, but that they kept no books or accounts of money collected, that they had no bank account, and that all money collected was appropriated by the "president." *Hundreds of foreigners who had signed contracts and had paid fees for obtaining the promised employment were in the city waiting to be shipped.* The "company" did not own their own steamers as they had stated, and in any event the contract would have obliged applicants to labor for more than four years in order to pay up the $4,000 and become the owners of the "property," the value of which could not exceed a few hundred dollars. It was apparent that the sole object of this "company" was to collect an initial payment from applicants, and that they had never intended to carry out their agreement.

The Bureau succeeded in causing the arrest of the Italian manager, who was later remanded for the higher courts; and also in obtaining the return of money to many of the victims.

Another advertisement appeared in the Italian newspapers for several weeks as follows:

> Good way of earning money for carpenters, masons and painters. Write or call from 9 to 12 noon, ... E. 120th street.

A number of applicants called in reply to this advertisement and were informed by an Italian, that on paying $5 they would be given a position, guaranteed for one year with a certain "real estate" company having land in New Jersey. Numerous foreigners paid the fee, and were given receipts in English, an example of which appears below:

> Tel. Harlem ..... Date .....
> Received from Mr. .....
> Address .....
> Deposit of $5 on No. of shares.....
> Lots ..... Block No. .....
> Price $25.00 .....
> Terms ..... $..... Down, $2 monthly.
> The ..... Corporation,
> per ....., General Agent.

Investigation disclosed that this "General Agent" was acting for a certain "real estate" company, having its main office in New York City, which had an option on a tract of land in New

Jersey, comprising several thousand acres in a town of about 150 inhabitants and valued at about $1.25 per acre. This was offered for sale to applicants for work at the rate of $25 a quarter-acre lot, or $100 per acre. This agent had changed his address and office four times during one month and was receiving money from all over the country in reply to his "ad." A warrant for his arrest was applied for and issued, but before it could be executed he had escaped to Italy. One of the circulars distributed broadcast read partly as follows:

> Work to be done on property by the company. To be built, 5,000 first class homes and 5,000 workingmen homes. Asphalt streets, 4 large factories, 2 large railroad stations, 2 churches, 2 schools, 2 large hotels electric trolley cars, etc., etc. I need 500 workingmen to earn from $2 to $5 per day. Only people having shares in the company will be employed.

PUBLIC PORTERS

There are about 225 licensed public porters in the city of New York, and as stated in the 1914 report of the Bureau the only controlling ordinance regulating their activities is seventy years old and entirely obsolete. It is regrettable that the efforts of this Bureau, together with representatives of the Hotel Men's Association, of the various railroads having terminals in this city, and of the Department of Licenses were ineffectual in obtaining the passage of the new ordinance submitted to the late Board of Aldermen in 1915.

The operations of these porters, the majority of whom have police records, are a public scandal, and the records of complaints and evidence of illegal traffic obtained by this Bureau and the Hotel Men's Association from hotel patrons, whom they solicit, overcharge and misdirect, are voluminous.

Practically all porters act as guides and solicit patronage for hotels and are doing a regular "runner's" business. While runners licensed by the Police Department pay a $20 license fee and are under bond, porters pay $1 for the first year and 25 cents for a renewal, are under no bond or obligation and there is practically no system of identification. Evidence is abundant that they continually insult women passengers, and any morning at the Pennsylvania Railroad depot they may be seen forcibly

taking bags from passengers and compelling the acceptance of their services.

Many porters, after having been convicted and released from prison, have obtained licenses under assumed names and when original licenses were revoked, others were secured in this manner. One man was found to have used four different names and obtained a new license on each occasion.

The activities of public porters are unfortunately *not* regulated so that they can be compelled to confine their efforts to the sort of work for which they are licensed. Most of them are regularly employed on a commission basis by second-class hotels for independent soliciting and their official licenses are used as a shield to cover innumerable deceptions and abuses. Reports of investigators disclose such cases as the following:

During a recent inspection at the Grand Central Terminal a certain ex-convict was observed standing in front of the terminal wearing a cap with the inscription "steamship, hotel and railroad guide." His record is as follows In 1910, he operated at the Barge Office under public porter license No. 123. Several complaints of exploitation of immigrants came to the attention of this bureau, but no conviction was obtained, as complainants had left the city. In January, 1912, he and another porter were arrested and entered a plea of guilty before the Court of General Sessions for having induced two immigrant girls to go to their room under the promise of obtaining positions for them; they kept the girls there for three days. They were sentenced on January 28, 1912, to the Elmira Reformatory and their licenses revoked. In June, 1914, one of them applied for a new porter's license under an assumed name. He was identified and the license was revoked. On the evening of October 8, 1914, he was observed again acting as a public porter, and since that time has been twice arrested for vagrancy.

Porter P. N. met a Polish immigrant at the Pennsylvania Terminal. He promised to obtain a position for the immigrant and induced him to go to a hotel where he robbed him of $20. N. has served three months for unlawful entry.

Porter S. W. served a three months sentence for robbing immigrants. His porter's license No. 356 was revoked in 1910. He secured a hackman's license and operated at the Grand Central Terminal, although he never owned or drove a hack. He gave this license to a newsboy for 25 cents, and for some time operated without one. The License Bureau was notified and this license was revoked. He then proceeded to a branch office of the License Bureau and obtained another hackmen's license, and thereafter operated without a license at the Pennsylvania Terminal by using baggage checks of one of the bogus "express" companies common in that vicinity

Porter F. L. was arrested for stealing immigrant's baggage at the Barge Office. He and another public porter obtained $21 to purchase a railroad ticket which was never obtained. He is suspected of having taken another immigrant to a restaurant on 116th street, where he robbed him of $2. He has not appeared at the Barge Office since the robbery.

Porter J. B. was arrested for robbing a Greek immigrant boy of $22 for a ticket to White Plains. He pleaded guilty and was convicted.

Porter J. S., No. 2, charged an immigrant $6 for guiding him from the Barge Office to the Brooklyn Bridge. He left the city when he learned that the immigrant had complained.

Porter P. R. took an Armenian to the subway station and there demanded money to purchase tickets. The passenger gave him a 20 franc piece and he asked for more. He was given 80 francs additional, in all 100 francs. In return R. gave him a $1 bill, telling the Armenian that this was a check. He was convicted.

J. D. K. was licensed in 1914 as a runner by the Police Department and operated at the Grand Central Terminal. He was a hack driver before he obtained a runner's license. On February 23, he was arrested for disorderly conduct and placed on probation for twelve months. On April 18, 1912, he was arrested for disorderly conduct and fined one dollar. On March 7, 1913, he was arrested for disorderly conduct and fined two dollars. February 13, 1913, he was arrested, reprimanded and discharged.

The record and character of one "Toney Natilie," a former hack driver and public porter, who has since applied for a runner's license, is as follows: On October 15, 1912, he was arrested for disorderly conduct and fined one dollar. December 12, 1912, was arrested for operating as a porter without a license at the Grand Central Terminal. February 17, 1913, he was arrested at the Grand Central Terminal, charged with disorderly conduct and fined ten dollars. August 26, 1913, he was arrested for violating the corporation ordinance, was reprimanded and discharged. On March 26, 1914, he was arrested for assault and sent to the workhouse for thirty days.

Porter J. C. obtained $30 from an immigrant to buy a railroad ticket to White Plains. He took the money and disappeared. He was arrested, convicted and received a sentence of eleven months and twenty-nine days. Two days after his release, he was discovered obtaining money from an alien on the pretense that he was an immigrant official and that he would obtain the release of another immigrant detained on Ellis Island. He was convicted and sentenced to one year in state prison. Three weeks after his release from prison he was arrested, charged with stealing $80. He was again convicted and sentenced to one year in state prison.

PORTERS AT RAILROAD TERMINALS

A survey of conditions at the Grand Central discloses from 65 to 75 public porters and public runners constantly operating outside of this terminal and in and around the two blocks from Fourth to Madison avenues. During a recent inspection, 18 pub-

lic porters were observed at one time standing at the northeast corner of Madison avenue at the subway exit.

These disorderly and unrestrained "porters" are thus authorized to annoy passengers and obstruct the sidewalks about both the Grand Central and Pennsylvania Terminals, and the private police of these railroads are largely employed in protecting incoming strangers from their activities. The police records of both of these railroads are largely composed of such complaints. But the fact remains that acting under license and authority of the city of New York and in defiance of the rights of property owners and business interests, 200 so-called "porters," a floating, lazy, incompetent class of men, seek this sort of livelihood because they will not work and they should not be encouraged by authority of the municipality.

A public porter license grants to the holder the privilege of accosting strangers, both citizens and aliens, coming into the city who unwittingly fall a prey to their infamous and illegal methods. It is imperative that the Board of Aldermen give attention to the request of the organizations and departments interested in abolishing these scandalous conditions, or, preferably, that the chapter be amended to place public porters with runners under proper restraint.

BOGUS MEDICAL PRACTITIONERS

During the year 1914, this Bureau began a campaign of extermination against bogus doctors and medical "museums." Chief Magistrate McAdoo issued 57 warrants against persons charged with violation of the Public Health Law and with maintaining these public nuisances on evidence obtained by this Bureau and the County Medical Society. All of the defendants were convicted with the exception of one who is now a fugitive from justice. Some of the worst offenders were sent to jail and fines were imposed upon others of from $100 to $500, and in a few cases sentence was suspended.

For many years so-called medical "museums" have been conducted in the city of New York. They were simply places which ignorant foreigners were induced to enter to be robbed of their savings. As a result of the work of our investigators with the

co-operation of the County Medical Society and the District Attorney's office, these museums no longer exist, and the aliens in the community have been protected against a great swindle. Investigations conducted by the Bureau show that these museums and their so-called "doctors" obtained many thousands of dollars weekly defrauding foreigners. The proprietor of one of the larger offices stated that unless the profits averaged $4,000 a month it would be closed. One of the worst offenders was a man named Henry J. Schireson. This man conducted offices in Boston, Mass., Scranton, Pa., Wilkes Barre, Pa., Johnstown, Pa., Susquehanna, Pa., Philadelphia Pa., Youngstown, Pa., Shenandoah, Pa., Providence, R. I., Cleveland, O., Detroit, Mich., and Pittsburgh, Pa. His income was estimated to be about $100,000 a year and his record was a thoroughly bad one. He had been in trouble with the authorities in almost every city where he had conducted his business. He was admitted to practice in the State of Vermont in the year 1909 and after obtaining his certificate in that state went to Ohio and was admitted there and in other states by reciprocity, where he was licensed to practice medicine by the endorsement of his Vermont license. Investigations conducted by this Bureau disclosed that Schireson had employed some other person to take the original examination for him, and that after the impostor had passed the examination Schireson obtained the certificate. The fraud was subsequently discovered and the Medical Board of the State of Vermont thereafter ruled that all applicants should be required to appear before the Medical Board for examination to be photographed before taking the examination. This man was sentenced to ten months in the state prison in the State of Pennsylvania and after spending a short time in jail he was pardoned. The Bureau received letters from district attorneys and other officials from different parts of the country in reference to Schireson, the following letter being received from the district attorney of Lackawanna County, Pennsylvania:

Your letter of May 20th, inquiring as to Henry J. Schireson, has been received. This man at one time conducted a medical office in this city. As soon as the authorities got after him he left for Pittsburgh, where I believe he was arrested and sentenced. He claimed while here to have a license from the State of Pennsylvania, and he exhibited what at least purported to be a license. Whether it was valid or not, or whether it was obtained

fraudulently or not, I do not know. Schireson had the reputation of conducting a medical office on the following plan: He solicited business among the foreigners of this county. He had several rooms and several assistants. When the foreign patient would come to his office, one of these assistants would have the patient strip off and leave his clothes in a certain room, while "Doctor" Schireson would have the patient step into another room to be examined. While the patient was being examined the assistant would go through the patient's clothes to ascertain how much money he had. Charges were fixed in accordance with the success of the assistant's investigations as to the amount the victim could stand. This was Schireson's reputation. The facts were not brought out at any trial in this county.

The following letter was received from the State Medical Board of Michigan:

In reply to your inquiry of the 18th inst., relative to Dr. Henry Junius Schireson, I will state briefly as follows:

Dr. Schireson obtained a medical license from this board under date of July 3, 1911. We subsequently received official evidence that some of the statements sworn to in his application were false, and his license, therefore, was cancelled by this board at its meeting on October 11, 1911. He, however, did not discontinue his practice in this city, and was arrested by the authorities and convicted for practicing in violation of the Medical Act. He was released under bail, which he afterwards forfeited. Later he was arrested in a Pittsburgh hotel under an assumed name. I enclose you a copy of a newspaper clipping on file in this office, covering his activities in Pittsburgh. You can undoubtedly obtain full information from the officials of that city.

The following letter was received from the office of the District Attorney of the County of Alleghany, Pa.:

In reply to your letter of May 20th, regarding one Henry J. Schireson, beg to state that he was with one J. J. Weitzman arrested in this city in 1912 upon a charge of conspiracy to defraud, based on information secured by this office.

They had opened offices which they called the "Pittsburgh Clinic," fitting the same with a number of machines and devices, by the use of which they represented to persons applying for treatment, that they could diagnose diseases and conditions of the body and blood. They would represent to applicants, who were mostly ignorant foreigners, and who were suffering from slight ailments and disorders, that their condition was serious and that it would require medical treatment with them for a long period of time, by which means they would secure large sums of money.

Schireson and Weitzman both entered pleas of *nolo contendere* to this charge of conspiracy on October 14, 1912. Schireson was sentenced to the Alleghany County Work House on November 9, 1912, for a period of ten months and was released by a pardon on January 15, 1913. Weitzman was sentenced eight months to the same institution. Schireson came here from Detroit and was wanted in that city at the time.

One of the other defendants arrested owned a chain of museums in the city of New York. The amount of money he had obtained from foreigners in these museums was enormous. Evidence disclosed that his profits amounted to several thousand dollars per month. This man was convicted and was compelled to close all of his museums.

Advertisements were inserted in foreign newspapers whereby readers were informed that celebrated "professors" would cure every ill known to humanity and that if a cure was not effected the money would be returned to the patient. The patients were told that celebrated professors, graduates of universities of Europe, were in daily attendance at the museums and doctors' offices, and when a patient interviewed the famous "professor" he was assured that he was suffering from some serious disease, but that he could be cured, provided he followed instructions. As a matter of fact these famous "professors" were simply interpreters and their sole business was to make the victim believe he was suffering from a serious disease that required immediate medical attention, and that if he did not follow this advice, death would result. The files of this Bureau are replete with instances where persons had given all of their savings to these impostors. There is on record a case of two Greek boys who read an advertisment in the Greek newspaper and after going to the office of the doctor or "professor," one of the boys was informed that he was suffering from leprosy. He was informed that it would be necessary for him to call at the doctor's office every day and that the visits should be made at night, because if he was seen on the street in the daytime the authorities would apprehend him and he would be imprisoned. This victim was induced to part with his life's savings. Of course he did not have leprosy, in fact his illness was originally unimportant, but when he called at this Bureau with his brother he was a nervous wreck, and this condition was the result of the treatment given him at the office of the "professor."

As a result the following persons were convicted for violation of the Public Health Law, that is to say, practicing medicine without a license; or of maintaining a public nuisance in that they conducted offices and "museums" wherein persons were defrauded by men who impersonated physicians:

NAME	Result of prosecution
Leonard Landes	$100—30 days
Sidney S. Engleman	Suspended
Kugelman	Suspended
Dr. William S. Ewing	Suspended
Louis Price	Dismissed
William Dubbin	Dismissed
George Garifclas	Six months.
Constantin Lyras	$250—60 days
J. C. Brown	$150—30 days
Victor Brod	$100—30 days
Isadore Hyman	Suspended
William B. Hunt	Suspended
Julia Jelsick	Suspended
John Tulea	Suspended
Miss Rose Roberts	Suspended
Henry J. Schireson	Six months
Gerald Rothman	Suspended
G. C. Brown	Suspended
Frank T. Brough	Suspended
Dr. B. Mets	Dismissed
James Flippen	$500
George Moscow	Suspended
Milton Sampson	Suspended
Thomas L. Ward	$250
Otto C. Bubeck	$250
Smiley Blackwood	Suspended
Maxwell Branner	Suspended
Franklin P. Hannon	Suspended
Adolph Slaughter	$500
Charles Noack	Suspended
James Von Spiegel	Suspended
George I. Idromenos	$150
Nicolas Metaxas	$150
Eftimis Efthimiou	Fugitive

The effect of these arrests and prosecutions was an important step in the reformation of conditions which it is desirable to abolish, and to the attorney for the County Medical Society, the Chief Magistrate, the Second Deputy Commissioner of Police, this Bureau is greatly indebted for valuable co-operation and assistance.

Unfortunately there is at present no disciplinary body of the medical profession which can handle complaints and recommend suspension or revocation of license and other summary punishment for unethical practices by members of that profession. Such an organization on the same principle as the Bar Association is not only desirable, but necessary, and steps are already under way to propose such legislation as may be necessary to create such a body.

The difficulty of obtaining evidence and of classifying the offences, together with the prevalence of medical advertisements in foreign language papers, attest that some stricter regulation of these matters is necessary.

PHONOGRAPH SWINDLERS

One of the most prolific sources of swindling immigrants and aliens is the phonograph mail order business, a lucrative and highly organized mode of extracting money from the unsuspecting through the medium of the foreign press. Advertisements are inserted in various languages, stating that on payment of $5 and an agreement to pay the balance in small installments, a machine will immediately be forwarded to the purchaser "with records of your national songs in your own tongue."

On receiving the initial payment the phonograph company forwards a machine by express with the entire balance to be collected C. O. D. When the alien is notified by the express company he is shocked at the "mistake" and protests to the phonograph concern, with the result that this company retains both the machine and the original payment. The immigrant being helpless and unfamiliar with either the language or usage of the country, thus loses his hard-earned money and his remonstrance remains unheeded.

For several years complaints have been received from all parts of the United States from immigrants of all nationalities who have been systematically defrauded. An investigation was conducted, complainants were interviewed, and the co-operation of the Post-Office Department was enlisted, with the result that 65 complete cases were prepared against one Saul Birns who was the chief offender. It was ascertained that his fraudulent transactions netted him about $125,000 per year and that he had provided an emergency deposit of $30,000 to be used for legal services should he be arrested. Birns operated three companies. The "Saul Birns Company," the "Atlantic Talking Machine Company," and the "Metropolitan Phonograph Company." His circulars displayed machines selling at from $10 to $75, each being fundamentally the same machine and costing him not more than $8 wholesale. The representative of one company, from whom he

NAME	Result of prosecution
Leonard Landes	$100—30 days
Sidney S. Engleman	Suspended
Kugelman	Suspended
Dr. William S. Ewing	Suspended
Louis Price	Dismissed
William Dubbin	Dismissed
George Garifclas	Six months.
Constantin Lyras	$250—60 days
J. C. Brown	$150—30 days
Victor Brod	$100—30 days
Isadore Hyman	Suspended
William B. Hunt	Suspended
Julis Jelsick	Suspended
John Tulea	Suspended
Miss Rose Roberts	Suspended
Henry J. Schireson	Six months
Gerald Rothman	Suspended
G. C. Brown	Suspended
Frank T. Brough	Suspended
Dr. B. Mets	Dismissed
James Flippen	$500
George Moscow	Suspended
Milton Sampson	Suspended
Thomas L. Ward	$250
Otto C. Bubeck	$250
Smiley Blackwood	Suspended
Maxwell Branner	Suspended
Franklin P. Hannon	Suspended
Adolph Slaughter	$500
Charles Noack	Suspended
James Von Spiegel	Suspended
George I. Idromenos	$150
Nicolas Metaxas	$150
Eftimis Efthimiou	Fugitive

The effect of these arrests and prosecutions was an important step in the reformation of conditions which it is desirable to abolish, and to the attorney for the County Medical Society, the Chief Magistrate, the Second Deputy Commissioner of Police, this Bureau is greatly indebted for valuable co-operation and assistance.

Unfortunately there is at present no disciplinary body of the medical profession which can handle complaints and recommend suspension or revocation of license and other summary punishment for unethical practices by members of that profession. Such an organization on the same principle as the Bar Association is not only desirable, but necessary, and steps are already under way to propose such legislation as may be necessary to create such a body.

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purchased these machines, testified in court that Birns' purchases amounted to $6,000 per month from this one concern. Birns was finally arrested, indicted and convicted under section 215, U. S. C. C. He first pleaded "not guilty" and afterward changed his plea. He produced a physician in court who testified he was suffering from mastoiditis and that his wife was suffering from another ailment which invariably affects the wives of indicted swindlers. He was fined $750, an absurdly inadequate punishment for a man whose swindling operations extended from ocean to ocean, and who for years had unscrupulously robbed ignorant and hardworking foreigners to the amount of over $100,000 per year.

Joseph Kalman, proprietor of the "Adria Phonograph Company," the "Pallas Phonograph Company," and the "Metropolitan Phonograph Company," was convicted under the same section and fined $100.

Joseph H. Mayers, the proprietor of the "International Phonograph Company" and the "Supreme Music Company," under the same section, was fined $350. Mr. Mayers was also the president of the "New York Credit Watch and Jewelry Company." Other cases are still pending.

The immigrant and his hard earned pennies are indeed an object of envy of the prolific brains of the organized swindling fraternity!

LABOR CAMPS

The inspection of 824 labor camps during the year developed many improvements and a more general spirit of co-operation among employers than has been indicated in previous years. In canneries, particularly, a general improvement in living quarters was apparent and special mention of the Burt Olney Company and the social conditions in their camps is deserved. This company may well serve as a model to the canning industry. Not only have they destroyed and rebuilt practically all of the old living quarters at the Albion cannery, but have provided teachers to instruct and social workers to care for the children of their alien employees. At the Oneida cannery also, Mr. Olney has not only provided improved quarters, but has given considerable attention to fire protection in the construction of these buildings.

Other canneries deserving special commendation are The Clinton Canning Company, at Clinton, N. Y.; The Daily Udell Company, at Brockport, N. Y.; The Fuller Canning Company, at South Dayton, N. Y.; The Oswego Preserving Company, at Oswego, and the Cobb Canning Company, at Canandaigua, N. Y. All of these maintain practically model camps and demonstrate that such procedure is not inconsistent with profitable and advanced business methods.

In brickyards the conditions remain practically unchanged, and may be said to continue to be the most discreditable in the state.

Railroad camps have improved and have only curtailed installing additional educational advantages because of the exodus of Italian reservists. However, the improvement in many box car camps, notably at Harmon, N. Y., on the New York Central, is extremely gratifying. Photographs in our files are the most convincing evidence that employers are beginning to realize the importance of sanitary housing quarters for laborers, and the type of concrete and shingle camp houses on the New York Central Railroad leaves little to be desired. These houses are gradually taking the place of box cars, formerly used for this purpose, 250 of which were destroyed by the company during the past year.

Camps in other industries have improved proportionately, but to attain the standard that will make for efficiency in our industrial life, an educational campaign for the captains of industry is necessary to create a realization of the fact that efficiency can only be scientifically developed and increased by the conservation of health, energy and increasing intelligence of the industrial army. It has been aptly written that "Europe's next fight * * * will be the fight of all trades against the rapid advance of American business efficiency." *The industrial future of any country rests on its industrial efficiency* and America now has an opportunity unparalleled in history to mobilize her industrial army and to legislate and develop that indispensable quality.

How puny are the efforts of the few old-fashioned employers who seek to curtail the activities of this Bureau, through which the social condition of our immigrant industrial workers is improved and their standard of living raised to that point which develops additional industrial efficiency. A hygienic, educational

and social propaganda makes for personal advancement; *and the efficiency of the worker makes for the prosperity of the employer, not sometimes but always.* Germany is the only country in the world that has reduced industrial efficiency to a science. America, for the next century at least, should be Europe's workshop; and even should immigration remain at a standstill for the next decade, American industries should lose no time in developing their present immigrant population into an efficient, competent industrial army, fit and able to meet the demands that will be made upon it during the coming readjustment and reconstruction period of the remainder of the world.

By the use of judicious periods of enforced rest, it was possible for the Bethlehem Steel Works to get its laborers to lift and move four times as much pig-iron as by setting the laborers a straightaway nine-hour day. Rest, sanitary housing, clean food, industrial hygiene, will raise the standard of living and increase the industrial efficiency of the alien many times over, and the sooner the average employer is educated to see this the state, the laborer and the employer will begin to reap the economic returns of a sound investment.

The state, the corporation and the individual employer owe a moral obligation to the immigrant population. *The welfare of both the state and the employer is bound up in the welfare of the industrial worker.* We cannot ignore one without injuring the other. John Bright, the friend of America, denounced the policy of the empire that would bring misery to the cottage when he said,

> I believe that there is no permanent greatness in a nation unless it be based on morality, I care for the condition of the people among whom I live. * * * Palaces, baronial castles, great halls, stately mansions do not make a nation. *The nation in every country dwells in the cottage,* and unless the light of your Constitution can shine there, unless the beauty of your legislation and the excellence of your statesmanship are impressed there on the feelings and condition of the people, rely upon it you have yet to learn the duties of government. * * * The moral law was not written for men alone in their individual character, but it was written as well for nations, and for nations great as this of which we are citizens. If nations reject and deride that moral law there is a penalty which will inevitably follow. It may not come at once, it may not come in our lifetime, but, rely upon it, the great Italian is not a poet only, but a prophet when he says:
>
> The sword of heaven is not in haste to smite,
> Nor yet doth linger.

DEFECTIVE ALIENS

The report of the Commissioner General of Immigration with respect to the admission of defective aliens under bond corroborates the statements upon this subject submitted in the last annual report of this Bureau, inasmuch as it illustrates the fact that owing to

the decrease in immigration (particularly through the larger ports, notably New York) has resulted during the past year in especially favorable opportunities for testing aliens for physical and mental defects. The results attained demonstrate the need for greater care and more minute physical and mental examination in connection with the medical inspection. In other words, these results prove conclusively that more doctors are needed if the country is really to be protected from the introduction of diseases *and stains of mental deficiency.*

It is obvious that the admission of aliens suffering from grave mental and physical defects, particularly the insane, imbecile and feebleminded who are admitted under bond are a menace to the welfare of the State of New York that cannot be overestimated. This matter is specifically referred to in the 1914 report of the Bureau, but the report of the Commissioner General of Immigration further emphasizes the exigencies of the situation as follows:

During the past fiscal year 463 aliens suffering from serious mental defects were debarred at the ports — 6 idiots, 27 imbeciles, 98 insane, 30 epileptics, and 302 feeble-minded. In the preceding year 1,274 aliens with serious mental defects were debarred, of whom 14 were idiots, 172 insane, 68 imbeciles, 25 epileptics, and 995 feeble-minded. During the year there were expelled from the country 399 aliens suffering with serious mental defects, 56 of whom it was found had been so afflicted at the time of entry, divided into 22 insane, 5 imbeciles, 16 epileptics, and 13 feeble-minded; *and it will be observed that 342 of the aliens deported became public charges within three years after entry by reason of the development of such deficiencies, the underlying causes of which existed prior to entry, divided into 335 who became insane and 7 who became public charges.* The figures on this subject for the preceding year were 62 insane, 4 imbeciles, 16 epileptics, 9 feeble-minded, *and 789 who became public charges within three years after entry, by reason of the development of mental deficiencies, the underlying causes of which existed prior to entry, a total of 871 expulsions for mental defects.* Aliens suffering with mental deficiencies should be excluded, not simply because it is likely that they will not be able to get along in this country, but because of the likelihood that in time the strains of mental deficiency will enter the body politic and ultimately have a serious effect in reducing the average mental capacity of our people as well as in burdening the state and municipalities with the care of those below the normal in mental equipment. *In my judgment the law upon this matter is not yet as strict as*

it should be, and I pointed out in my last report that it was impossible to give the law as thorough an application as is desirable with the men and money available for this branch of the service.

Since the great majority of the defective classes who are admitted under bonds are released to destinations in New York State, it is self-evident that until the provision of the Immigration Act, permitting such excludable aliens to be admitted *in the discretion of the Secretary of Labor,* shall be repealed, the institutions of the State of New York will continue to be congested with such aliens who become public charges and who violate the terms of the bonds under which they are admitted in about 98 per cent of the cases so admitted.

The report of the Commissioner General of Immigration does not give the number of such aliens admitted to destinations *in the State of New York,* but the majority of the total admissions remain here. Unless some drastic measures are taken by the Legislature of the State of New York to procure the reapportionment of the head tax to be applied as originally intended for the care and maintenance of such aliens who thereafter become public charges, it is safe to predict that the State of New York will be confronted with a startling increase in public dependency of aliens in the next decade.

Under the present Federal Immigration Law the Act of February 20, 1907, as amended by the Acts of March 10 and 26, 1910, and March 4, 1913, the function of admitting aliens of the excluded classes has been *assumed* to be wholly discretionary, although Section 2 does not appear to contain any authority for the exercise of such power.

Since the object of this report and the function of the Bureau of Industries and Immigration is *primarily* concerned with the social and economic status of all aliens "arriving and being within the State" and since under the provisions of Article 11 of the Labor Law, Section 153, Subd. 4, the State Industrial Commission is authorized to:

* * * secure information with respect to such aliens who shall be in prisons, almshouses and insane asylums of the state, and who shall be deportable under the laws of the United States, and to co-operate with the federal authorities and with such officials of the state having jurisdiction over such criminals, paupers and insane aliens who shall be confined as

aforesaid, so as to facilitate the deportation of such persons as shall come within the provisions of the aforesaid laws of the United States, relating to deportation * * *.

It is of vital importance to the general welfare that discretionary admission of defective aliens into the State of New York under bond shall cease and that further violation of Subd. 2 of the Immigration Act be prohibited.

Rule 17, Subd. 4 of that Act provides:

Where no appeal lies. No appeal lies where the decision of a board of special inquiry, based solely upon the certificate of the examining medical officer, rejects an alien because either (1) he is afflicted with tuberculosis or a loathsome or dangerous contagious disease, or (2) he is an idiot or an imbecile or an epileptic or is insane or feeble-minded, or (3) he has been insane within five years previously, or (4) he has any *mental* defect which may affect his ability to earn a living or render him likely to become a public charge.

And yet the Federal Government has continuously permitted appeals to be taken and does so admit such insane, epileptic and idiotic aliens who afterward become public charges upon the State of New York. The evident intention of the Act was to eliminate discretionary power in the admission of aliens suffering from grave mental defects and apparently no authority was intended to be vested in *any* official to establish *any* rules that would in effect suspend and nullify the provisions of this Law. The only discretionary power vested in any official in the case of excluded aliens is granted under Section 19 relating to (1) detention when "the testimony of such alien is necessary in behalf of the United States Government," and only applying to vessels and owners of vessels who are transgressors of the law and (2) in cases where deportation may be dangerous or inhumane as is the case during the present period of war; but in no case does this discretionary power permit excludable aliens suffering from mental disability to be released under bond and moreover it specifically provides that they shall be detained at the expense of the "immigrant fund" until they can be safely deported.

Throughout Sections 20 and 21 no authorization is provided for the admission of any excludable alien beyond the period of three years which is provided for investigation.

Section 22 provides that the Commissioner General of Immigration

> * * * shall establish such rules and regulations, prescribe such forms of bond, reports, entries, and other papers, and shall issue from time to time such instructions, not inconsistent with law, as he shall deem best calculated for carrying out the provisions of this Act and for protecting the United States and aliens migrating thereto from fraud and loss, and shall have authority to enter into contract for the support and relief of such aliens as may fall into distress or need public aid; all under the direction or with the approval of the Secretary of Labor.

This section does not, however, confer any authorization to admit under bond those aliens who under Rule 17 are prohibited from the right to appeal and even were the authorization to make "such rules and regulations" intended to provide unlimited discretionary power such authority could not validly be used to vitiate the statute which prohibits the acceptance of a bond for admission of any insane, imbecile or feeble-minded alien who was clearly excluded by the certificate of the examining medical officer.

When an alien is certified to be suffering from the disabilities mentioned in Subd. 4 *it is mandatory* for the board to base its decision on the certificate of the examining medical officer since such decision can only be based upon a purely medical diagnosis.

The fact that the institutions of the State of New York are congested with aliens and their progeny, who have been admitted in violation of the express intent of the law does not justify a continuance of this abuse. From both a social and economic viewpoint the future welfare of the State is confronted with a serious menace should the practice be continued.

Even were the bonds enforcible, which they are not in 98% of the cases on record, the economic and social damage suffered by society and the State would be incalculable in terms of money.

The Federal authorities do not assume any responsibility for maintenance or investigation of aliens of prohibited classes thus admitted to destinations within this State, although they admit that these bonds are practically unenforcible. The intention of the law itself was designed to recognize the menace of such admissions to the welfare of the country and yet each succeeding administration continues this practice which is directly responsible for

the enormous expenditure by the State of New York for the maintenance of insane, feeble-minded and criminal classes among the alien inmates of our institutions. In this State for the past fifteen years from one-quarter to one-sixth of the total State budget has been spent in the care of its dependent and defective classes, about one-third of whom are aliens.

The head tax was originally provided by law *for the purpose of indemnifying the state authorities* for the maintenance and support of such immigrants and to aid in removing "any of said persons from any part of this state to any part of this or any other state, or from this state, or in assisting them to procure employment and thus prevent them from becoming a public charge." *Since 1890 the Federal Government has collected a head tax of four dollars from every arriving immigrant entering the country and has since that time withdrawn all Federal aid from the state in the matter of care, maintenance and expense of deportation of these aliens who either are in the excludable classes admitted under bonds, or who after becoming residents of New York State become public charges.* The city of New York alone expends over two million dollars a year for the hospital care and maintenance of dependent aliens in Bellevue and Allied Hospitals and the State Hospital Commission shows an alien population of one-third in the insane asylums *which, together with dependents of other classes, gives an alarmingly increasing total each year.*

There is in the Federal Treasury an unexpended balance of about $9,000,000 over and above the expenditures from this fund, and the State of New York should demand relief from Congress in the matter of caring for its alien insane and other dependents by reapportioning that portion of the head tax collected from aliens who declare New York to be their state of future permanent residence. *In no other state in the Union are the conditions so inequitable and the drain on the public treasury so stupendous as those under which the Empire State is staggering, and which in the next decade threaten to reach truly alarming proportions.*

It is recommended that section 21 of the Burnett Bill now before Congress, allowing discretionary power of admission be eliminated and that a provision be inserted to provide for the apportionment of an equitable amount of the head tax to the State

of New York, as discussed in the previous paragraphs of this report.

A nation may regard itself in danger when it finds a large percentage of broken down and defective population, or when too large a proportion of a population is thus withdrawn from productive lines there is also great danger; hence the advisability of ungraded classes in our public schools, vocational training, national and state employment agencies and other organizations directing the activities of this class into self-supporting channels.

IMMIGRANT SOCIETIES

The Society for Italian Immigrants whose annual (1915) statistical statement shows that its activities have increased 25 per cent over previous years in assisting emigrant reservists deserves special attention in this report. It is obvious that the sudden influx of thousands of reservists into the city and their concentration here awaiting embarkation during the winter months would have created much hardship had not the situation been so admirably managed by this society. The fact that this Bureau has not received a single complaint in consequence of these extraordinary conditions attending the arrival and departure of 81,000 Italian emigrants and that the Society for Italian Immigrants has cared for, housed and assisted 45,495 aliens, the bulk of whom arrived in this city during the past seven months, is the most remarkable achievement ever attained by an institution of this character. This society is highly organized and its agencies co-ordinate throughout the United States and Italy. It is assisted financially in its philanthropic work by the Italian government, and by voluntary contributions. The immense number of 22,313 immigrants were lodged by the society during the year 1915, totaling 44,024 days' maintenance. A total of 25,058 Italians were met at railroad stations and accompanied to steamship docks direct and 20,437 were met at railroad stations and accompanied to the society, making a total of 45,495 Italians assisted during this year by this society. Italian reservists numbering 58,000 have embarked at the port of New York and the balance of 23,000 proceeded through New York City to New England ports. The statistical report of the society for 1915 is a truly remarkable

document and its activities for the year 1915 are highly commended by this Department as a social and economic benefit not only to Italian immigrants but to the state as well.

The activities of other philanthropic societies were not so greatly taxed owing to the decrease in immigration and some of these institutions were temporarily discontinued. Other societies doing important work, however, are the Panhellenic Union, the Austrian Society, The Hebrew Sheltering and Immigrant Aid Sciety, and numerous smaller institutions.

The object and work of the National Americanization Committee deserves commendation in any report concerning immigration conditions in the state or nation. The Committee's object is primarily "Americanization," including "the union of the many peoples of the country into one nation; the use of the English language throughout the nation; American standards of living in every community; a common interpretation of American citizenship; a recognition of foreign-born men and women in the human, social and civic, as well as the industrial, aspects of our American life."

The committee recognizes that Americanization is a complex process, produced by many agencies, and not to be swiftly accomplished. But it believes that the English language, American citizenship and American standards of living are, without question, the first steps, and in addition that all organizations that have any point of contact with the immigrant population have a part in Americanization. These include: juvenile courts, hospitals, and many other immigration societies, agencies and departments.

Illustrations of the work accomplished during the first six months by the National Americanization Committee, in co-operation with the agencies outlined, include night school publicity campaigns in Detroit and Syracuse under the auspices of Chambers of Commerce, in Wilmington, Delaware, and in Michigan; college training courses for social service in immigration introduced in whole or in part in Yale, Columbia and Chicago Universities, Beloit and Tufts Colleges, and a number of other colleges and universities; preliminary surveys in cities to serve as the basis of Americanization work; plans and outlines for teaching

English and civics; speakers' bureau and bulletin, and Americanization conferences, notably the national conference in Philadelphia in January, 1916; prize competitions, among which is the housing contest now in progress for the best plans for houses especially designed for industrial towns of rapid growth; the publication of a quarterly magazine, for clearing information of Americanization work as conducted by agencies public and private throughout the country.

The National Americanization Committee is a private organization supported by voluntary contributions and it has performed a notable achievement in stimulating the interest of national, state, municipal and individual officials and organizations in one of the most important problems with which the nation is confronted.

EMPLOYMENT AGENCIES

Conditions in employment agencies dealing with immigrant girls are unsatisfactory and many of these agencies are now under observation. There is reason to believe that a systematic traffic in girls is conducted among certain agents in the lower East Side and that all of the evils of white slavery and enforced prostitution are flourishing among many of them. This Bureau, with its present reduced force, is incapable of making the investigations except under extreme difficulties, but it is to be hoped that the next report of the Bureau will contain some interesting details concerning the prosecution now contemplated.

THE WESTERN DIVISION

Owing to the fact that the number of employees of the Buffalo office was reduced 50 per cent during the major part of 1915, the success of this branch of the Bureau is commendable.

Employment agents in Buffalo and adjacent cities were kept under constant surveillance and prosecutions were instituted wherever bad faith or obstinacy were evident on the part of such agents in their dealing with immigrants. Except in one instance amicable adjustments were successfully conducted. This was in the case of a Buffalo agent who, after several hearings before the Commissioner of Licenses of the City of Buffalo, was

given an option by that office of ceasing from business as a licensed agent in Buffalo or submitting unconditionally to the recommendations and regulations issued by the Buffalo office of this Bureau.

There was collected by this Division for complainants $1,[illegible].00, mostly by correspondence. This sum included wage claims, delayed refunds of prepaid tickets and foreign money orders, office fees wrongfully withheld by employment agents, and miscellaneous claims. The amounts of individual claims range from $1 to $195.

There were 139 temporary labor camps in eight western counties inspected by two members of the Buffalo force.

Information was given to 103 written inquiries from eleven states of the Union, and in 534 cases verbal advice and information was given.

There were 46 violations of state and Federal laws submitted to the proper authorities. This Bureau obtained evidence against two notorious characters of Lackawanna, who were indicted by the grand jury of Erie County for keeping disorderly houses in a section which is inhabited almost exclusively by aliens.

Numerous cases of alien complainants were referred to the State Insurance Department. In many of these cases policies of aliens were cancelled by insurance companies without notice when payments were not made punctually, and hundreds of dollars of premiums had been lost by those who submitted their complaints to this office. It would be beneficial to the large immigrant population of the state if insurance companies, which deal extensively with non-English speaking immigrants, would issue policies in languages spoken by their clients. Applications are printed in this manner and it is only fair to the policy-holder that the same regulation should apply to the policy itself. A partial or total ignorance of the terms of a policy often causes injustice and loss to the immigrant policy-holder.

On account of lack of immigration from Europe, the necessity for visits to the railroad depots of Buffalo was reduced to the minimum.

Our obligations are acknowledged to public officials, educators and organizations who have co-operated in the work of the Bureau during the year 1915.

MARIAN K. CLARK,
Chief Investigator.

COMPARATIVE SUMMARY OF WORK

	1911	1912	1913	1914	1915
Complaints received	515	1,112	2,121	3,482	2,357
Advice and information	551	380	798	2,571	2,244
Total	1,066	1,492	2,919	6,053	4,601
Inspections	1,588	1,821	1,779	3,522*	5,043
Thereof: Labor camps	272	238	185	*689	824
Lodging places	40	616	448	*1,130	1,424
Other	1,276	967	1,146	*1,703	2,795
Re-inspections	†	501	289	‡	325
Investigations	749	844	1,838	3,029	2,169
Total investigations and inspections	2,337	3,166	3,906	6,551	7,538
Names of children of school age referred to school authorities:					
New York City	7,324	13,129	14,150	19,012	5,821
Remainder of State	1,045	2,203	2,900	2,073	1,326
Total	8,369	15,332	17,050	21,085	7,147

* Inclusive of re-inspections.

† Data not available.

‡ Re-inspections included with inspections.

COMPLAINTS

Subject	Received: Total	Received: Thereof involving violation of law	Settled by Bureau
Accidents	18	.....	10
Aliens in prison	3	.....	2
Banks	102	16	46
Baggage	23	.....	18
Benevolent societies	1	.....	.....
Collection agencies	1	.....	1
Deportation	6	.....	4
Disorderly houses	5	.....	3
Domestic relations	21	.....	13
Employment agencies	246	40	121
Exploitation	3	.....	2
Expressmen	1	.....	1
Extortion	15	.....	2
Frauds	331	.....	239
Hackmen	2	.....	2
Insurance	64	.....	3
Interpreters	7	.....	7
Labor camps	271	29	262
Larceny	10	.....	3
Lawyers	80	32	43
Loans	15	.....	5
Lost articles	4	.....	1
Lost immigrants	2	.....	1
Notaries	8	5	7
Porters	1	.....	13
Runners	21	5	4
Real estate	15	.....	8
Steamship tickets	174	103	134
Wages	669	.....	179
White slavery	10	.....	6
Lodging place violations	55	55	50
Miscellaneous	173	1	108
Total	*2,357	286	1,298

* Includes 2,102 cases in which both parties resided in New York State, 243 with one party in this State, and 12 with both parties outside of New York.

COMPLAINT CASES INVOLVING VIOLATION OF LAW

Subject and Law	Number of cases
Banks:	
Chapter 348, Penal Law	.....
Section 970, Postal Law	2
Chapter 393, Laws of 1911	10
Section 302, Penal Law	5
Employment Agencies:	
Chapter 514, Section 155, Laws of 1910	12
Chapter 700, Laws of 1910	28
Lawyers:	
Section 270, Penal Law	7
Chapter 468, Judiciary Law	25
Labor Camps:	
Rules, Industrial Code	24
Labor Laws	5
Lodging Places:	
Chapter 548, Laws of 1910	55
Notaries:	
Section 1820-a, Penal Law	9
Runners:	
Section 7, Hackmen's Ordinance	2
Section 329-e, Code-Ordinances	1
Section 465, City Code	2
Steamship Tickets:	
Chapter 415, Laws of 1911	62
Section 1563, Laws of 1911	29
Chapter 578, Laws of 1911	18
Total	286

REQUESTS FOR ADVICE AND INFORMATION

Subject	Verbal	Written	Total
Accidents	151	55	206
Agricultural opportunities	.....	14	14
Aliens in prison	.....	3	3
Assault	4	4	8
Assistance	.....	3	3
Baggage	6	5	11
Banks	8	8	16
Bankruptcy	17	2	19
Complaints	.....	18	18
Contract (breach of)	17	.....	17
Custom duty	.....	3	3
Date of landing	.....	7	7
Deportation	9	6	15
Domestic relations	18	4	22
Employment	298	45	343
Employment agencies	65	8	73
Federal Immigration Acts	11	6	17
Foreign affairs	22	6	28
Frauds	2	50	52
Information *re* cases in hands other agencies	35	1	36
Insurance	14	8	22
Larceny	8	.....	8
Lawyers	6	15	21
Legal advice	132	27	159
Loans	18	7	25
Lost immigrants	.....	7	7

REQUESTS FOR ADVICE AND INFORMATION — (*Concluded*)

SUBJECT	Verbal	Written	Total
Lost articles	.....	2	2
Money orders	.....	2	2
Naturalization	55	37	92
Partnership	4	2	6
Real estate	40	54	94
Relief and assistance	21	.....	21
Shares of stock	6	9	15
Steamship tickets	12	15	27
Translation	50	.....	50
Transmission	7	26	33
Wages	399	60	459
Miscellaneous	194	96	290
Totals	1,629	*615	2,244

* Of these 262 were from New York State.

INSPECTIONS

SUBJECT	Totals
Banks	11
Docks and ferries	1,270
Employment agencies	271
Evening schools for immigrants	56
Immigrant lodging places	1,421
Immigrant homes	271
Interpreters	3
Labor camps	824
Miscellaneous	145
Notaries	2
Porters	4
Railroad terminals	336
Runners	2
Steamship tickets	424
Totals	5,043

INVESTIGATIONS

SUBJECT	Number
Accidents	12
Aliens in prison	1
Baggage	27
Banks	138
Benevolent societies	.....
Collection agencies	1
Deportation	6
Disorderly houses	20
Domestic relations	50
Employment agencies	191
Exploitation	8
Expressmen	2
Extortion	4
Frauds	370
Hackmen	*3
Insurance	11
Labor camps	45
Larceny	12
Lawyers	124
Loans	5

INVESTIGATIONS — (*Concluded*)

Subject	Number
Lost articles	1
Lost immigrants	.....
Notaries	9
Porters	3
Runners	29
Real estate	25
Steamship tickets	281
White slavery	47
Wages	299
Lodging place violations	.....
Miscellaneous	299
Miscellaneous sheet*	4
(Advice and information)	133
Total	2,169

*This sheet contains miscellaneous action taken on cases, but not reopened on account of such action.

MATTERS REFERRED TO OTHER AGENCIES

	Complaints	Requests for Advice and Information		Total
		Verbal	Written	
American Federation of Labor	.....	.....	1	1
Attorney General	.....	.....	1	1
Banking Department	19	8	2	29
Board of Education	1	.....	.....	1
Bonded attorneys	19	19	22	60
Bureau of Dependent Adults	.....	3	.....	3
Charity Organization Society	.....	10	.....	10
Commissioner of Agriculture	.....	.....	4	4
Commissioner of Education	.....	.....	1	1
Commissioners of Labor	.....	.....	2	2
Commissioner of Licenses	94	33	6	133
Consuls:				
Austrian	1	3	2	6
Belgian	.....	.....	1	1
British	.....	2	.....	2
Italian	.....	7	4	11
Russian	1	1	3	5
Department of Charities	3	6	.....	9
Department of Health	.....	1	.....	1
Department of Insurance	2	3	2	7
Department of Labor	.....	5	.....	5
District Attorneys	47	3	.....	50
Domestic Relations Court	1	.....	.....	1
Employers	.....	47	.....	47
Employment Bureau, Public	.....	18	.....	18
Employment Bureau, State	.....	168	12	180
Foreign powers	1	.....	.....	1
Governors	.....	.....	3	3
Hebrew Sheltering and Immigrant Aid Society	1	2	1	4
Highway Department	1	.....	.....	1
Industrial Commissions	36	.....	6	42
Legal Aid Societies	398	396	26	820
Mayors	.....	.....	6	6
National Employment Exchange	.....	7	.....	7
North American Civic League for Immigrants	.....	.....	1	1

MATTERS REFERRED TO OTHER AGENCIES — (*Concluded*)

	Complaints	Requests for Advice and Information		Total
		Verbal	Written	
Police Department	3	14	8	25
Polish Immigrant Home	.....	1	.....	1
Prison Association	1	.....	1	2
Public Administrator	.....	1	.....	1
Receivers in bankruptcy	8	3	.....	11
Register's office	.....	1	.....	1
Secretaries of State	.....	1	1	2
Slavonic Immigrant Society	.....	1	.....	1
Society for Prevention of Cruelty to Children	1	.....	.....	1
Telephone settlement	.....	19	.....	19
Tenement House Commission	1	.....	1	2
Title Guarantee and Trust Co.	.....	3	.....	3
United States:				
Bureau of Naturalization	.....	3	.....	3
Commissioner General of Immigration	.....	.....	2	2
Commissioner of Immigration	1	3	23	27
District Attorney	.....	1	.....	1
Division of Information	.....	31	3	34
Department of Agriculture	.....	1	2	3
Department of Justice	.....	.....	1	1
Navy Department	1	.....	.....	1
Post Office Department	21	2	10	33
Secretary of State	.....	.....	1	1
War Department	.....	.....	1	1
Workmen's Compensation Commission	1	105	8	114
Total	663	932	168	1,763

LICENSING OF LODGING HOUSES

	Fiscal Year 1915	Fiscal Year 1914
Licenses issued	202	232
Fees collected	$1,725	$2,500
Inspections of:		
Licensed houses	851	487
Exempt houses	502	507
Other	71	136
Total	1,424	1,130
Rate cards filed	2,822	1,680

JUN 5 - 1918